REPORT RESUMES

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PUBLIC LIBRARY SERVICE EQUAL TO THE CHALLENGE OF CALIFORNIA, CALIFORNIA STATEWIDE SURVEY OF PUBLIC LIBRARY SERVICE. A REPORT TO THE STATE LIBRARIAN.

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DESCRIPTORS- *PUBLIC LIBRARIES, *LIBRARY SURVEYS, *LIBRARY SERVICES, *LIBRARY PROGRAMS, *PROGRAM DEVELOPMENT, STATE LIBRARIES, LIBRARY EXPENDITURES, PROGRAM COSTS, DECENTRALIZED LIBRARY SYSTEM, GOVERNMENT ROLE, NEEDS, CHECKLISTS, PROGRAM PLANNING, CALIFORNIA,

THIS STUDY OF PUBLIC LIBRARY SERVICE IN CALIFORNIA EXAMINES ITS DEVELOPMENT AND RESOURCES, RECOMMENDS GOALS TO BE ACHIEVED IN ORDER TO MEET PRESENT AND EMERGING NEEDS, SUGGESTS A PROGRAM OF DEVELOPMENT, AND OUTLINES COSTS OF THE PROGRAM. CONDUCTED IN 1965, INFORMATION FOR THIS STUDY WAS OBTAINED FROM 1963-64 PUBLIC LIBRARY STATISTICS GATHERED BY THE CALIFORNIA STATE LIBRARY, A QUESTIONNAIRE SENT TO LIBRARIES, TITLE CHECKLISTS, FIELD VISITS, AND AN EXAMINATION OF LOCAL PLANNING STUDIES. PUBLIC LIBRARY DEVELOPMENT, THE CURRENT SITUATION, THE ROLE OF THE STATE LIBRARY, AND EFFORTS TO MOVE TO A STATEWIDE LIBRARY SYSTEM WERE ANALYZED, WHILE SCHOOL AND RESEARCH LIBRARY SERVICE WERE CONSIDERED SECONDARILY. IT WAS CONCLUDED THAT CALIFORNIA WAS NOT ADEQUATELY CARRYING OUT THE KIND OF PUBLIC LIBRARY PROGRAM OUTLINED IN ITS OWN POLICY AND NEEDED BY ITS PEOPLE. A SUGGESTED PROGRAM FOR DEVELOPMENT IS PRESENTED IN DETAIL. ITS ESSENTIAL RECOMMENDATIONS INCLUDE--(1) A COORDINATED PLAN FOR PUBLIC LIBRARY DEVELOPMENT ON A STATEWIDE BASIS, (2) CLARIFICATION OF THE ROLE OF THE STATE LEVEL OF GOVERNMENT IN LIBRARY ACTIVITIES, AND (3) A SUBSTANTIAL INCREASE IN THE AMOUNT OF MONEY FOR THE LIBRARY PROGRAM, BRINGING EXPENDITURES UP TO APPROXIMATELY ONE PERCENT OF PUBLIC EXPENDITURES AND ONE-TWENTIETH THE SUM SPENT ON SCHOOLS. APPENDED IS A BIBLIOGRAPHY OF 48 RECENT STUDIES OF CALIFORNIA PUBLIC LIBRARY SERVICE, THE QUESTIONNAIRE USED, THE FIELD VISIT OBSERVATION SCHEDULE AND LIBRARIES VISITED, AND THE TITLE CHECKLISTS. (JB)

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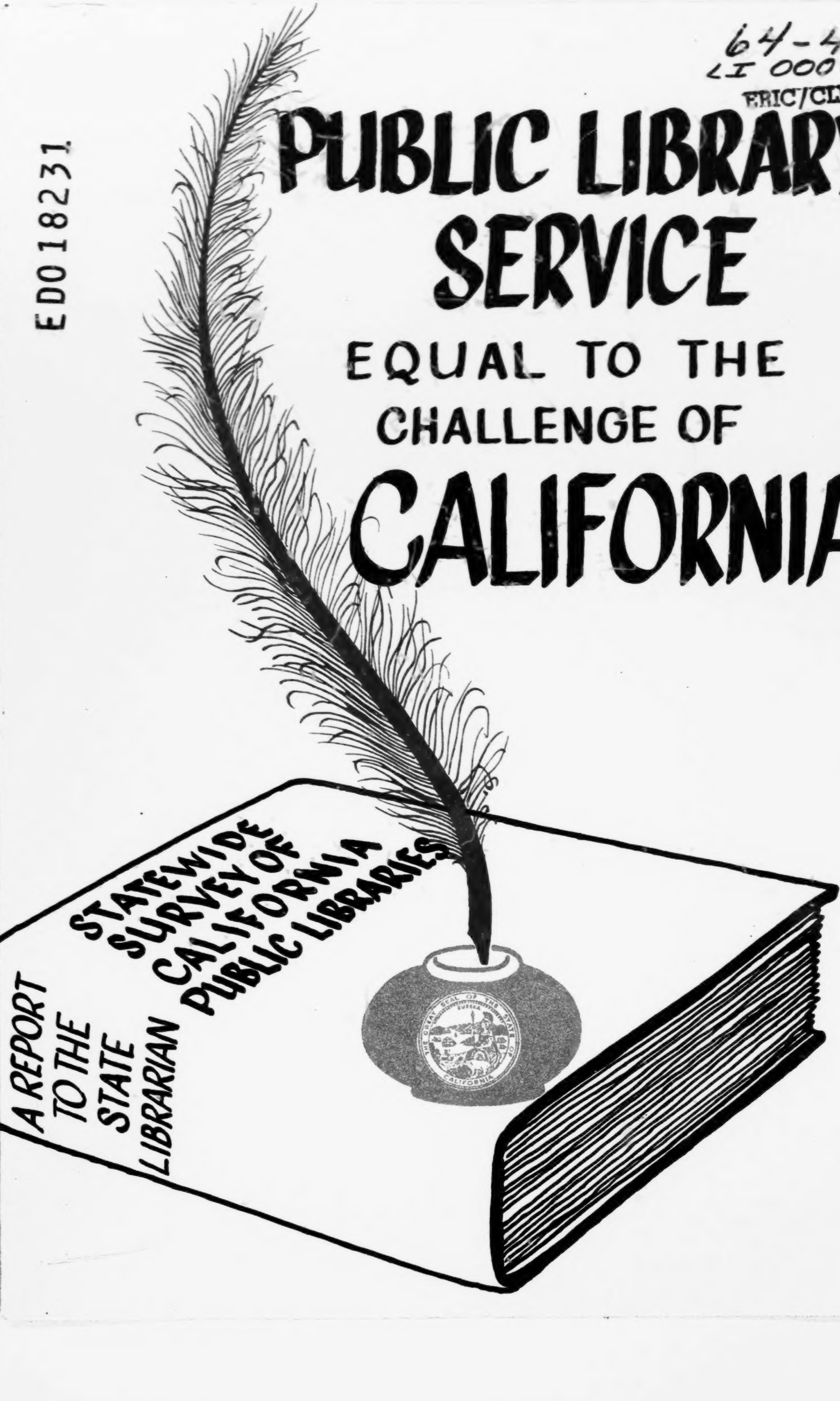
PUBLIC LIBRARY SERVICE
EQUAL TO THE CHALLENGE OF CALIFORNIA


STATEWIDE SURVEY OF CALIFORNIA PUBLIC LIBRARIES
A REPORT TO THE STATE LIBRARIAN

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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PUBLIC LIBRARY SERVICE EQUAL TO THE CHALLENGE OF CALIFORNIA

A Report to the State Librarian

California Statewide Survey of Public Library Service

June 30, 1965
CALIFORNIA STATE LIBRARY
SACRAMENTO

PUBLIC LIBRARY SERVICE
EQUAL TO THE CHALLENGE OF CALIFORNIA

A Report to the State Librarian

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June 30, 1965

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I. PREFACE

California is usually described in superlatives. Indeed, the State is not adverse to describing itself in such terms: a recent report of the Economic Development Agency of the state government asserts that "California today crashes into the future—eager, confident and unawed."

The optimism is justified. California has rich natural, economic, and human resources. There is a genuine vitality running through the pulse of its life. The future of California is bright.

But the great potentiality will not be completely realized unless Californians have full access to the record of human understanding and the reservoir of information set down in books and libraries. In this increasingly specialized age, confident hopes become idle dreams unless they rest on knowledge. Increasingly it will be difficult to maintain a productive economy and a rich cultural life without sound libraries in every community and a means for every citizen to draw on specialized library resources at a distance.

The State Legislature recognizes the importance of library service. Its declaration on this matter is worth noting: "The Legislature hereby declares that it is in the interest of the people and of the State that there be a general diffusion of knowledge and intelligence through the establishment and operation of public libraries" (California Education Code, 27000). The law then goes on to assert the commitment of the State in providing funds to localities to help in this purpose.

However, the authors of this report, after exhaustive analysis of the evidence and extensive visits over the State, can only respectfully submit that this policy is not being carried out in many parts of California. This is a noble sentiment, but it is not hard reality. California is approximately half way to the kind of public library program that its own policy proclaims and that its people need.

California *is* a leader in standards of living and levels of education—and the two go together, one reinforcing the other.

But there is a flaw in the educational structure. California has a "library lag". The data gathered for the present study lead inevitably to this conclusion.

Is this really a serious loss for California? Does it actually handicap anyone except the minority who have unusual reading interests? Will it affect the economic and cultural life of the State?

CONSEQUENCES OF INADEQUATE LIBRARIES

All people in the state are affected adversely by the library lag. The leaders of California, government and civic officials, those responsible for education, and librarians themselves will have to decide how serious this is and what standard of library service they want to maintain.

But any official who dismisses the matter as affecting only a few persons with odd tastes is shutting his eyes to reality, and limiting the opportunity of Californians to develop to their full capacity. Here are a few of the consequences of inadequate public libraries in communities:

> Many pre-school children do not get an early introduction to the world of story and picture, and therefore are not fully prepared for school; their parents need access to pre-school materials in order to give them this start in life.
>
> Youngsters who have learned to read and now want to explore the world of literature cannot do so without library resources; there may be some books at home, but the child's curiosity is unlimited.
>
> Students are unable to locate the reference materials needed to carry out the study assignments which both their teachers and their parents want them to perform; school libraries in California can handle only a fraction of student reading demands.
>
> The adult citizen must depend on necessarily partial presentations of the problems of the day in newspapers and magazines; the average person cannot afford to build up a large library of books in his home for his own enlightenment.
>
> Even the specialist and researcher, so important in modern life, exists in a partial knowledge vacuum unless he happens to be located near one of the few strong research libraries in the state.

The list could be extended at length, reaching into home life, the raising of families, the getting of jobs, the enjoyment of leisure—and into the simple, downright activity of each individual developing his own interests and capacities as a human being.

Not only is the individual handicapped by sub-standard library facilities, but business and industrial enterprise also faces an extra burden. California is a center for technical research establishments, in electronics and aeronautics, in consulting and data processing, in a widening range of technology. Why should each organization have to set up its own complete library? And if it seeks to do so, how is it going to acquire the wide range of titles, the many journals, the technical reports which bear on its work? How is it going to anticipate needs which are not apparent until the inquirer turns to the small company collection? A sound statewide system of public library service, up to specialized and research resources, is needed to sustain the business and research life of California—to say nothing of its agricultural enterprise.

Government also must rest on knowledge. The government official, elected or appointed, in city, county, or district, faces complex problems for which he needs facts and background. Like the private businessman, the public official operates under handicap if he lacks access to an adequate library.

All this does not mean that public libraries in California are poor. A small number are distinguished, and others have a degree of strength. But overall the picture must be described as no more than fair by any criteria, and certainly not in keeping with the high standard of living characteristic of this state. And if resources are unequal to demands today, they will fall back further tomorrow as development continues in the educational, cultural, and business life of California.

If serious shortcomings were shown to exist in the instructional program of California schools, almost every Californian would be concerned and seek to do something about the situation. This report shows that there are serious shortcomings in the educational facility that serves youngsters when they walk out of the school door and that serves adults all through their lives.

SCOPE AND ORGANIZATION OF THE STUDY

This is a study of public library service in California, how it has developed, the adequacy of resources, the goals that should be achieved to meet present and emerging needs, the program required to meet these needs, and the costs of the program.

Thorough information has been obtained about present resources and facilities. The California State Library annually gathers unusually complete data about public libraries; the 1963–64 figures were assembled in the autmn of 1964 and tabulated by the end of the year, in time for this study. This was the source of material in the tables which follow relating to public libraries.

A supplementary questionnaire was sent by the Survey staff to all public libraries, except those in four Southern California counties where a parallel study was being made; results from this coordinated study were used to obtain statewide totals. In addition, three title checklists were sent to all libraries, and five more lists went to libraries whose operating budgets in 1962–63 were $100,000 or above. The three general checklists covered reference holdings, recent significant books for adult readers, and recent outstanding children's books. The supplementary lists went on to periodical holdings, titles on urban renewal, space science, American painting and a selected list on California. To determine actual availability of titles to readers, libraries were asked to indicate titles on the shelves as well as holdings in the catalog in the case of recent adult books.

Replies were received from 171 out of 213 libraries. Copies of the questionnaire and checklists used in the statewide study appear in the appendix. By and large it was the smaller libraries that did not return the supplementary question forms, but basic data had already been obtained for them by the State Library and this data for small libraries are included in the report.

Field visits were made to individual libraries, 33 by the Director and 73 by the Assistant Director, covering libraries large and small in all parts of the State, and including branch units in larger systems. All organized groups of actively planning and cooperating public libraries were visited. The purpose of the visits was to get at factors not readily obtainable by questionnaire, such as range and quality of service program, working relations between the library and its constituent government, and attitudes towards joint and coordinated library service. An interview schedule was followed on the visits, sample reference and reading guidance questions were presented for test results to the staff on duty, and collections as shown in the card catalog and on the shelves were examined in selected subject fields. The visit outline and the libraries visited are shown in the appendix.

Special consultants have been turned to for parts of the study. Dr. Maurice F. Tauber, Melvil Dewey Professor of Library Service at Columbia University, analyzed existing catalogs and catalog practices and proposed a direction of development for this part of library service. Professors Henry Reining and David Shirley of the School of Public Administration, University of Southern California, analyzed library law and governmental structure.

Several local library planning studies were completed during the year under grants from State funds. This was a fortuitous additional source for the general study with the local projects amounting in substance to case studies. Completed reports have been available from the following areas: Mother Lode (Placer and El Dorado Counties), San Mateo County, San Diego County, San Gabriel Valley and a four-county group in Southern California (Los Angeles, Orange, Riverside and San Bernardino Counties). While the present report does not draw on these in any detail, except in the case of the Southern California study, it provides a framework consistent with the proposals in the various studies and it is hoped also provides a means for coordinating and reinforcing their forward thrust. A list of these reports will be found in the appended bibliography.

This is by no means the first effort at statewide library planning in California. One of the significant themes running through the story is the recurrence at intervals of intensified planning in an effort to break out of the established mold. The 1958 Governor's Commission report[1] prepared by Professor Edward A. Wight of the University of California has been of particular help as a benchmark. The California Library Association has led the way in planning activities, particularly in its early development of state library standards and more recently in its Master Plan.[2]

An Advisory Committee for this study was appointed by the State Librarian, composed of public, college, and school librarians, and of members of governmental and civic groups. Committee members served as individuals and did not officially present questions raised to their respective organizations and groups. The names of committee members are listed at the beginning of the document. The group met on December 29, 1964 to consider the plan for the study, on March 16, 1965 to consider the data gathered, and on June 7, 1965 to consider the proposed program. Discussion was frank and constructive and later written comments from members were thorough and helpful. *But it was the surveyors who reached the conclusions and prepared the report, and they who must take the responsibility.*

The document is divided into a brief preliminary chapter and then into five main sections. The preliminary piece summarizes a few of the background factors which condition the amount and kind of reading and library use. The main sections move through (1) the story of public library development to date, (2) appraisal of the present stage of advance, (3) the role of the State Library, and on to (4) efforts thus far to move toward a statewide library system. The final section contains the proposed plan of action. An attempt has been made to present this in a way that permits readers to get the substance of the report by consulting this final section alone, but most of the background and reasons for the recommendations are contained in the earlier chapters.

Of necessity the report at times goes beyond public libraries and encompasses school and research library service. A teenager may use both his school library and his community library, within the same day and for the same school project. A specialist living a few minutes from a community library may actually need the information or resources in a university library at a distance. We are dealing with seekers after recorded knowledge, and with libraries which have divided up the task of providing that record. While starting from the public library, and presenting more detailed information about this particular institution, the report in the end treats people as readers and libraries as the network designed to serve them. There is presented here not only a public library plan but also some elements of a statewide library service plan, particularly at the research level.[3]

---

[1] Edward A. Wight. "General Report and Recommendations," *Reports of California Public Library Commission.* University of California, 1958.

[2] California Library Association. *Master Plan for Public Libraries in California.* The Association, Berkeley, California, 1962.

This survey was sponsored by the California State Library, acting under its legal mandate to "make studies and surveys of public library needs" (Education Code, Section 27051M). The State Librarian proposed the study, selected the surveyors, and concluded a contract for the project. All along the way the State Librarian, the Assistant State Librarian, and the State Library staff have been guides, counselors, and sources of information. But the plan set forth here comes not from a state office but from outside consultants, and it is hoped that the report presents a challenge and an opportunity to the State Library as well as to the smallest community library in California.

PROGRAM PROPOSED

Against this background, and based on the research described, the report in its final section outlines a plan of development. The recommended program is presented in some detail, but comes down to three essentials:

1. *A coordinated plan for public library development in California on a statewide basis, in order to mobilize resources and services and make them available to the individual reader wherever he lives.*

2. *Clarification of the responsibility and the role of the state level of government in providing adequate library facilities for residents of the state.*

3. *Substantial increase in the amount of money put into the library program, bringing expenditures for this educational facility used by most of the people up to approximately one percent of public expenditures in California and up to one-twentieth the sum spent on schools.*[4]

The problem can then only be left with the conscience—and the self-interest—of everyone responsible for the quality of life in California.

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[3] A detailed study of school libraries is currently under way in California by the State Department of Education, and the California Coordinating Council for Higher Education is considering a study of college and university library needs.

[4] Sources for ratios:
California State Controller. *Annual Report of Financial Transactions concerning Counties of California, 1963–64.*
. . . *Annual Report of Financial Transactions concerning Cities of California, 1963–64.*
. . . *Annual Report of Financial Transactions concerning School Districts of California, 1963–64.*

II. SETTING FOR LIBRARY SERVICE IN CALIFORNIA

Libraries exist to serve people. Their programs are determined by the number of people, where they live, and how far they travel to get services.

Back of the purely demographic factors is the question of kinds of people and their aims and standards of living. Education is the one social characteristic which shows the closest relation to reading and library use—the educational level now achieved by adults, and the program for increasing the education of both young people and grown-ups.

Then there is the governmental structure within which public libraries are maintained. Where government is clearly organized and coordinated at the several levels, effective and efficient public library development is facilitated. Finally there is the health of the economy, which supports all services, from repairing holes in the streets to providing books for understanding.

The setting for library service in California—people, education, government, economy—is evident and does not need extensive documentation. Only highlights are presented here, to show the major influences operating on libraries.

The net result is clear. California is marked by change, variety, development, complexity. Its people are alert, mobile, educated. They must have access to reservoirs of knowledge for their social and economic well-being, even as they must have access to reservoirs of water for their physical well-being.

POPULATION GROWTH

The number of people in California has doubled in the last twenty years. Public library resources have not doubled, nor have the number of librarians. Particularly during the 1950's library growth did not keep up with population. The ratio of books available has turned up somewhat in the 1960's, but not the number of librarians available. Despite advances in library service, it is possible that facilities were better able to meet the needs of people in 1945 than they are today. Thus the lag in library development.

Population growth will continue in the period ahead. Community library service in California must serve almost one-third more people by 1975 (25,000,000 as compared with 19,000,000 in 1965), and almost two-thirds more by 1985 (31,500,000).

Library growth has not kept up with population increases in recent years. In the next years it must make up lost ground *and* still keep up with new population expansion. Either that or else California should take steps to organize a way of life—for students, for citizens, for business, for cultural life—that is not dependent on the new current information and the old basic knowledge assembled in libraries.

Table 1

Actual and Predicted Population of California, 1945–1985

Year (July 1)	*Population*	*Year (July 1)*	*Population*
1945	9,344,000	1970	21,700,000
1950	10,643,000	1975	24,800,000
1960	15,863,000	1980	28,100,000
1965	18,835,000	1985	31,500,000

SOURCES: California Department of Finance. Financial and Population Research Section. *California Population, 1964*, and *Provisional Projections of California Areas and Counties to 1980*.
California Resources Agency. Department of Water Resources. (Preliminary estimates for 1985, subject to revision.)

Table 2

Public Library Books Per 1,000 Population, 1945–1964

Year	*Books*	*Population*	*Books per 1,000*
1945	13,316,019	9,344,000	1420
1950	15,780,219	10,643,000	1480
1960	21,644,202	15,863,000	1360
1964	25,947,161	18,234,000	1420

SOURCES: *News Notes of California Libraries.*
California Department of Finance. *California Population, 1964.*

Table 3

Professional Librarians Per 10,000 Population, 1953–1964

Year	*Prof. Staff*	*Population*	*Prof. Staff Per 10,000 Pop.*
1953–54	1512.42	12,517,000	1.20
1958–59	1760.60	15,288,000	1.15
1963–64	1814.17	18,234,000	.99

SOURCES: *News Notes of California Libraries.*
California Department of Finance. *California Population, 1964.*

POPULATION DISTRIBUTION

While California is the most populous state in the United States, it is far from having the heaviest population density. Taken overall, California has just about the population density of Indiana and Virginia, states that are thought of as having a rural orientation.

This comparison serves to point up a basic fact about the distribution of people in California. Some people live within sight and sound of crowded freeways and go each day into or through a large metropolitan center, while others live in remote hamlets and do not get to a city of any size more than a few times a year.

The extremes will become greater rather than less in the next years. Orange County increased 55 percent in population from 1960 to 1965, and Santa Clara County 38 percent. During the same period, Mariposa, Modoc and Sierra Counties lost population. There are twenty-four counties with less than 25 people per square mile now, and there will still be twenty-two counties in this group in 1980.

FIGURE 1 CALIFORNIA POPULATION, 1945–1985

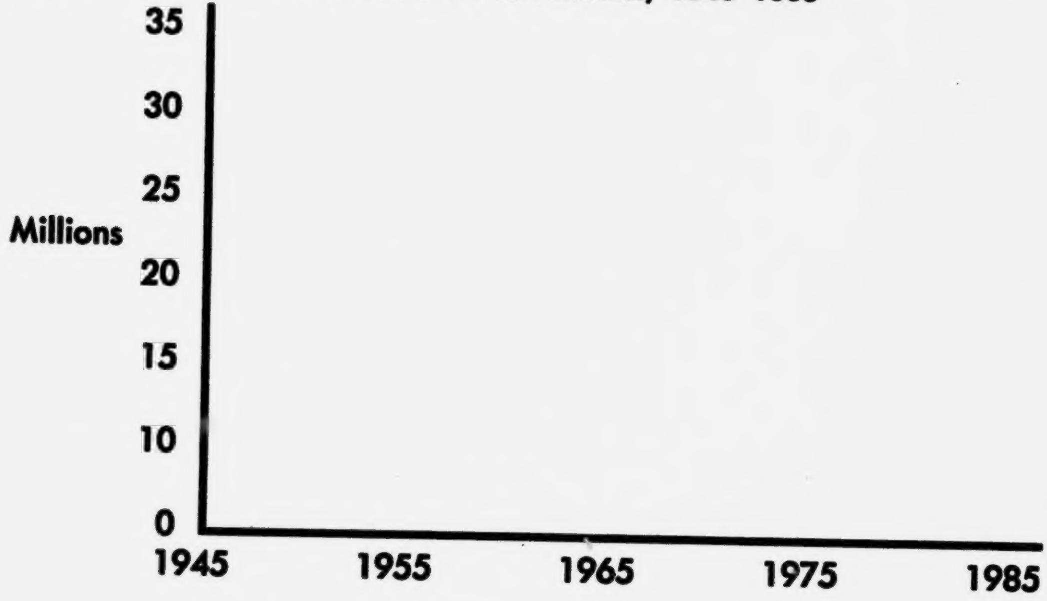


FIGURE 2 PUBLIC LIBRARY BOOKS PER 1,000 POPULATION, 1945–1964

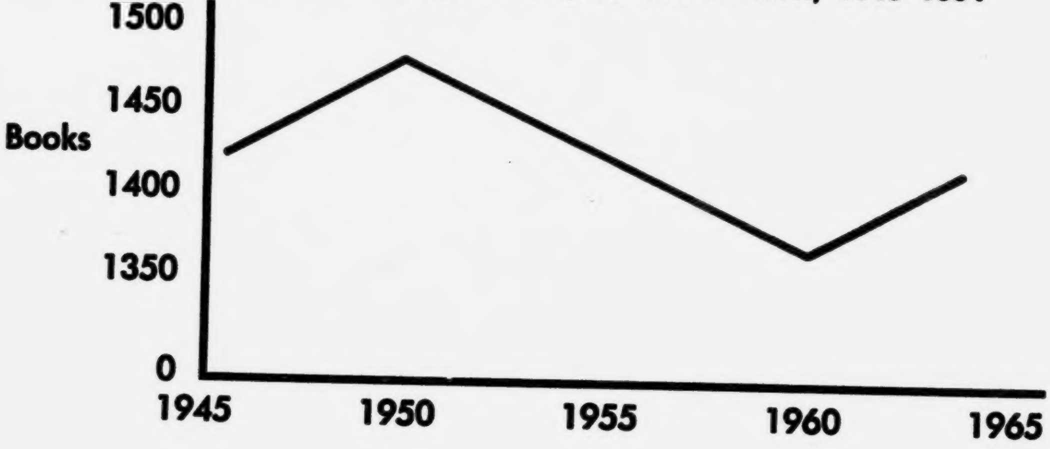
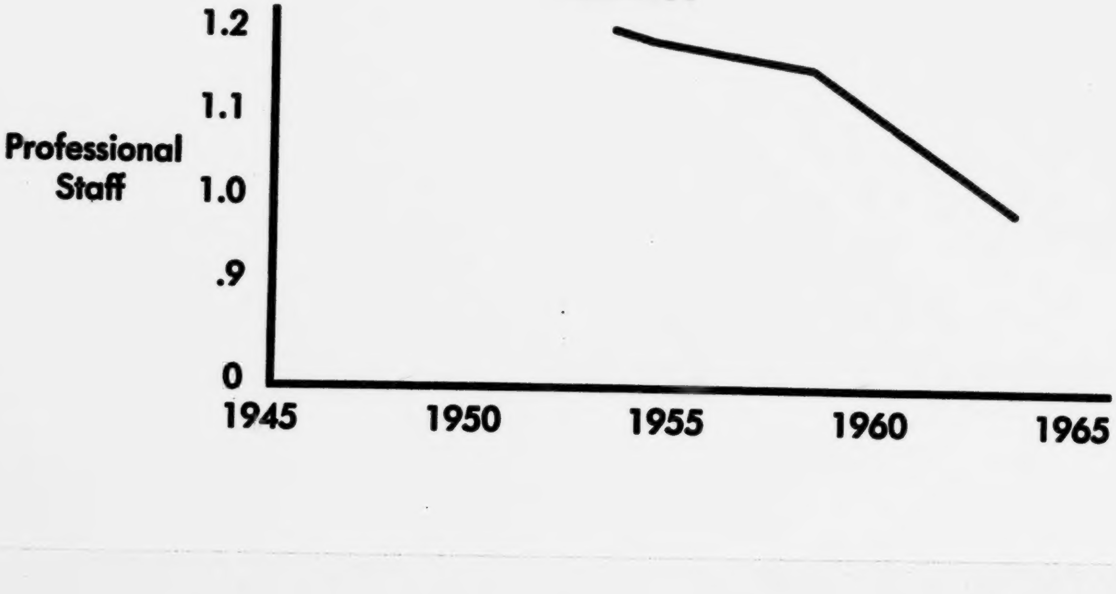


FIGURE 3 PROFESSIONAL LIBRARIANS PER 10,000 POPULATION
1953–1964



A library plan for California must therefore provide for:

1. Two massive metropolitan concentrations, one of 10 million people within a few years in the south and the other of 5 million people in the Bay Area.
2. A long central valley with moderately heavy population density on a line 400 miles from Bakersfield to Redding.
3. Two vast districts of sparse, scattered population, one mountainous in the north and one desert in the east.

POPULATION MOBILITY

Californians are a mobile group, shifting residence frequently, and moving about extensively from day to day for reasons of livelihood, marketing, education and recreation.

In 1960, 11.4 percent of families in the State changed residence.[1] In metropolitan areas, over half the residents change place of living during a five-year period. The major movement is outward in the metropolitan areas, spreading the larger population concentrations in ever-wider concentric rings.

The high ratio of automobiles in California is well-known—57.5 [2] per hundred persons in 1963 as compared with a national average of 36.9.[3] This is a population, both young and old, that lives on wheels and is accustomed to going a little distance to get products and services wanted.

Highway construction has sought desperately to keep up with the growing number of automobiles. The prospect for 1970 is shown in Figure 6. The difficulty is that plans made for existing use tend to be inadequate for the increased volume of traffic that materializes by the time the facilities are completed.

Rapid transit facilities are under construction in the Bay Area and under consideration in Southern California. Once developed, they would serve to move not only commuters going to work but also specialized readers seeking central library resources.

Library plans should thus take account of several realities of mobility among Californians: a people shifting community of residence, a people in automobiles, and an expanding program of freeways and major highways.

LEVEL OF EDUCATION

More than one-quarter of the people in California are enrolled in schools, colleges and universities, a total of 5,200,000 students. In the next ten years the percentage engaged in formal education will rise toward one-third,[4] while the total population also increases. California libraries must start to prepare for a student population that will reach 10,000,000 by 1985.

In particular, California has an extraordinarily large college and university population. While the state has 9.5 percent of the total population of the United States, it has 14.8 percent of the students engaged in higher education.

---

[1] Bureau of the Census. *U.S. Census of Population 1960. Mobility for States and State Economic Areas.*

[2] California. Department of Motor Vehicles. *Total Number of Vehicles Registered, 1963.*

[3] U.S. Census Bureau. *Statistical Abstract of the U.S. 1964.*

[4] California Department of Finance. *Projections of Enrollment for California Institutions of Higher Learning 1960–75,* 1960.

FIGURE 4
GEOGRAPHICAL AND POPULATION AREAS

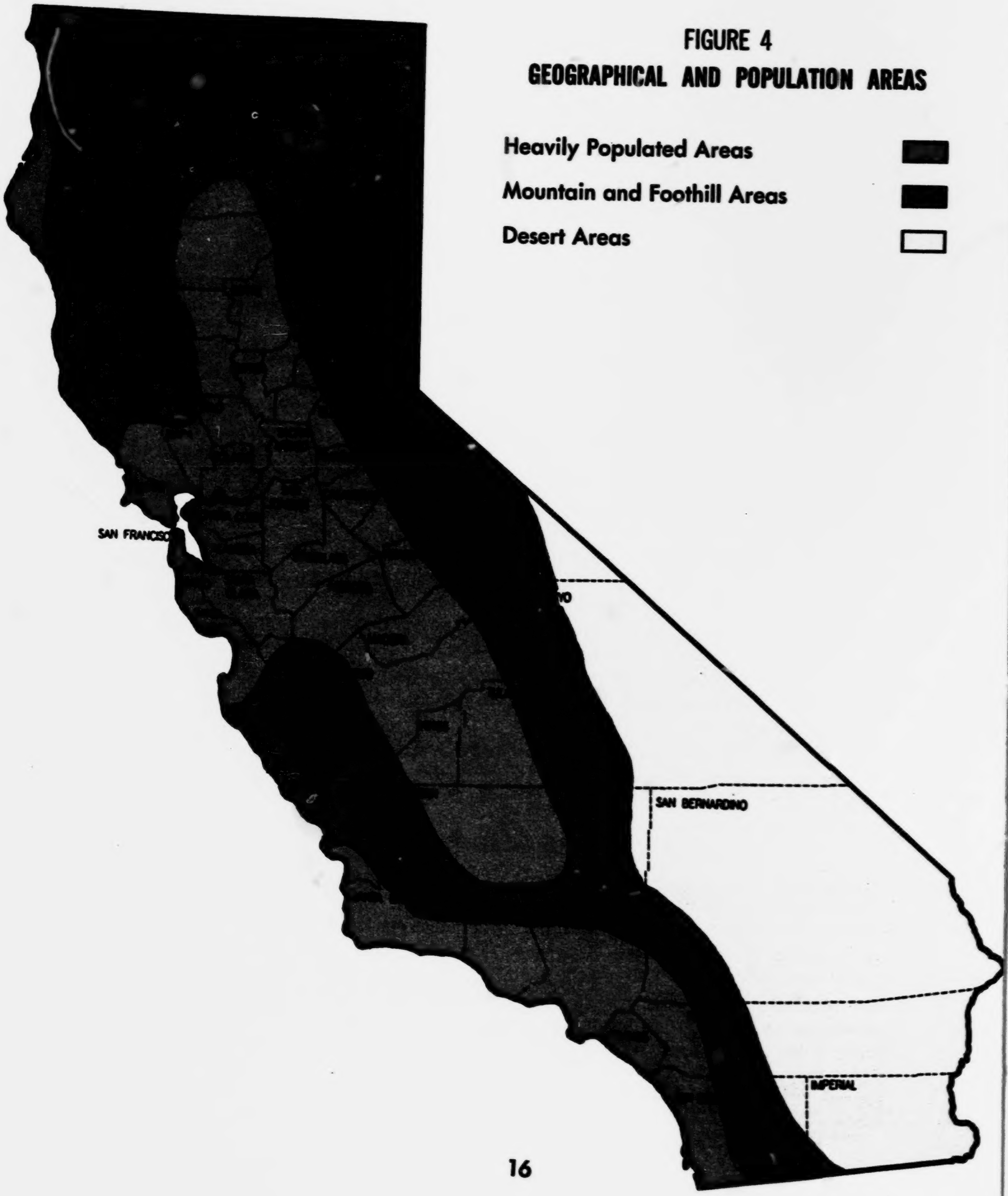

Heavily Populated Areas ▨
Mountain and Foothill Areas ■
Desert Areas ☐
SAN FRANCISCO
SAN BERNARDINO
IMPERIAL

FIGURE 5

DENSITY OF POPULATION BY COUNTY
PROJECTED 1970

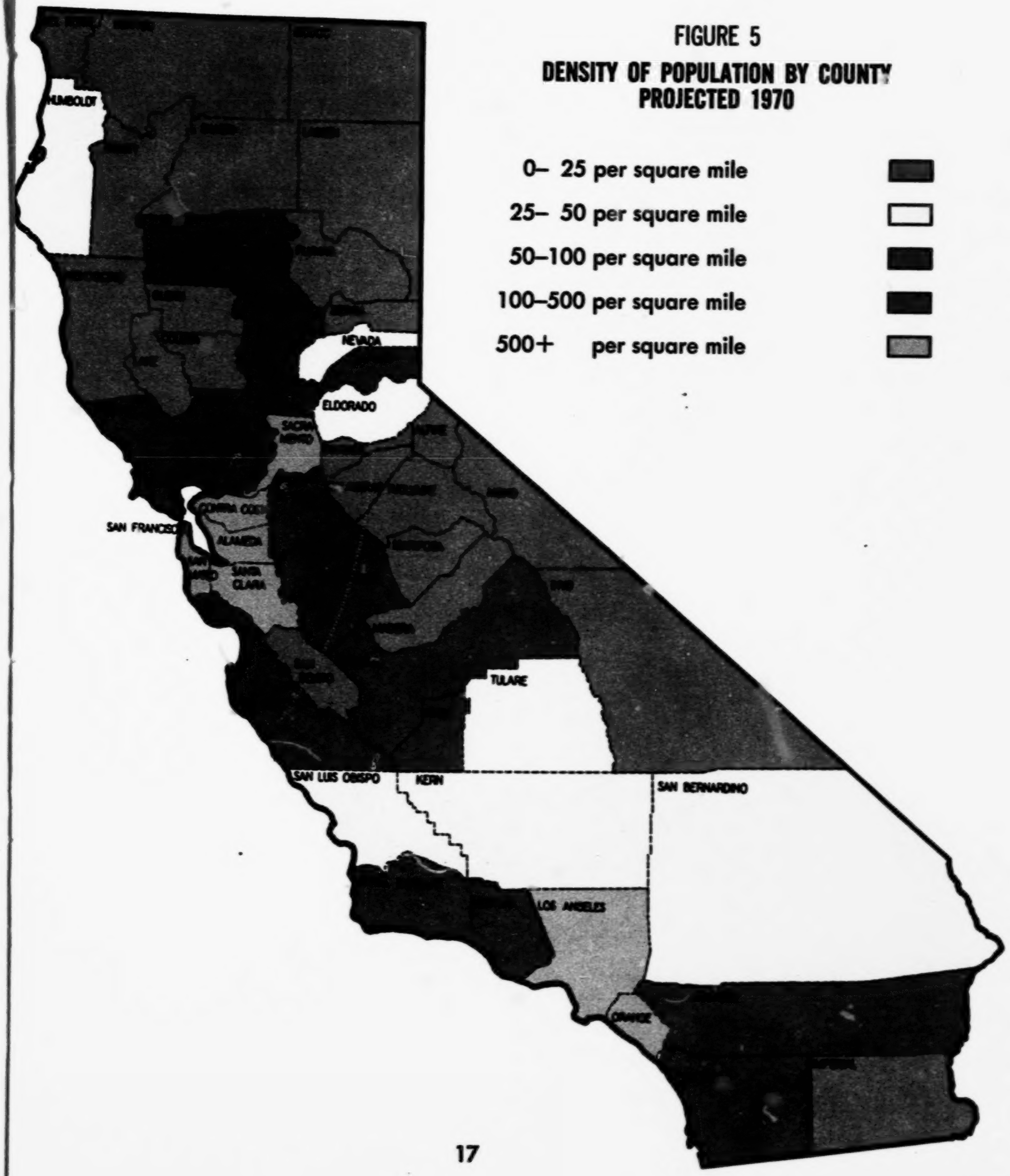
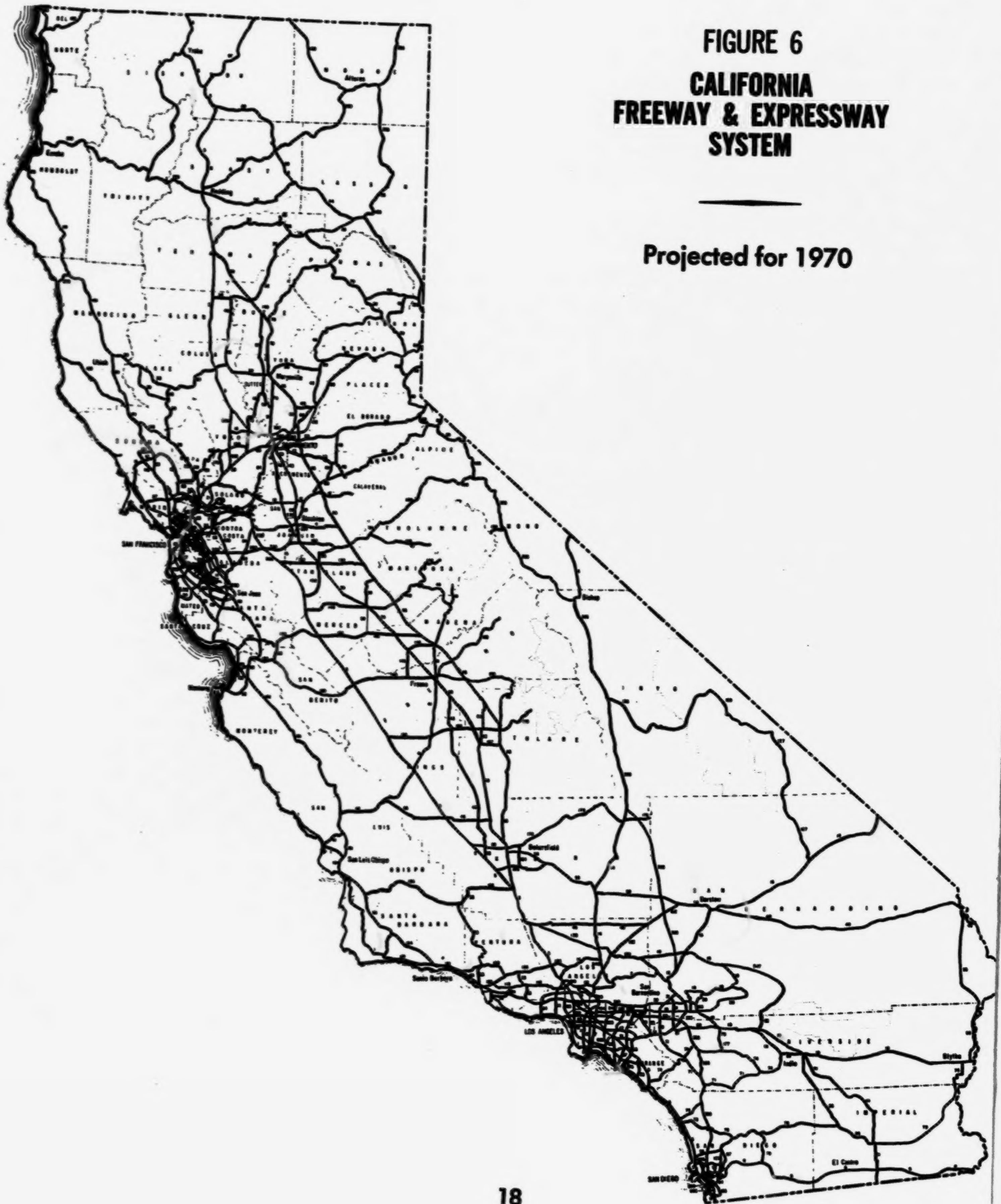

0– 25 per square mile
25– 50 per square mile
50–100 per square mile
100–500 per square mile
500+ per square mile
HUMBOLDT
NEVADA
ELDORADO
SACRAMENTO
CONTRA COSTA
SAN FRANCISCO
ALAMEDA
SAN MATEO
SANTA CLARA
TULARE
SAN LUIS OBISPO
KERN
SAN BERNARDINO
LOS ANGELES
ORANGE

FIGURE 6

CALIFORNIA FREEWAY & EXPRESSWAY SYSTEM

Projected for 1970


SAN FRANCISCO
San Jose
Fresno
Bakersfield
San Luis Obispo
Santa Barbara
LOS ANGELES
Barstow
Blythe
El Centro
SAN DIEGO

The median educational level of the adult population of the state in 1960 was 12.1 years of schooling. New York has a 10.7 median and many states are lower. Moreover, the program of higher education in California is raising the average level of education. At the same time, new migrants tend increasingly to be well-educated individuals, attracted by more specialized enterprises. The state has the largest number of Ph.D.'s, scientists, and engineers. Within the next decade California may well have the highest average level of education in the country, and will increasingly be characterized by college graduates.

Libraries are needed to help produce and maintain an educated population. You cannot have an educated population without libraries any more than you can have such a population without schools.

Table 4

Educational Enrollment in California, 1964

Elementary and Secondary School	3,841,053
Junior College, College and University	789,330
Formal Adult Education	560,144
	5,190,527

SOURCES: U.S. Office of Education. *Opening (Fall) Enrollment in Higher Education, 1964.* *California Education*, (Official Publication of the California State Department of Education), September, 1964.

Table 5

Ratio of California Population and Enrollment in Higher Education, 1964

Percentage of U.S. Population in California	9.5
Percentage of Higher Education Enrollment in California	14.8

SOURCES: U.S. Office of Education. *Opening (Fall) Enrollment in Higher Education, 1964.* California Department of Finance. *California Population, 1964.*

GOVERNMENT

Under California law, community library service is maintained by local governments and reflects the characteristics of local government.

In the more rural areas, the county predominates as the unit of government and the source of services. The fifty-eight counties bear little if any relation to natural, geographic, marketing or functional areas. They vary in size from 439 square miles (excluding San Francisco) to 20,131 square miles, and have populations as small as 500 and as large as 7,000,000.

As centers develop and urbanization occurs, incorporated places are established. Cities have considerable autonomy under home-rule provisions in California. The process has continued in the two large metropolitan concentrations to the point where there are 126 incorporated places in the Los Angeles area and 93 in the San Francisco Bay area, to say nothing of hundreds of school districts and many additional special districts.

Efforts are being made to coordinate the functions of local governments, particularly in metropolitan areas, and legislation permits various means for accomplishing this. Functions may be assigned to the county as the larger governmental unit. Contractual arrangements may be concluded for one jurisdiction to commission service from another. The Joint Exercise of Powers[5] provision in law permits the joint maintenance of service among units.

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[5] *Government Code*. Sacramento, State of California. 1963, Chapter 5.

Libraries have grown up in this complex governmental setting. The more populous areas have both county and city libraries, and may also have special district libraries. Library organization and government thus reflects the lack of unity and coordination characteristic of local government in California.

ECONOMIC LIFE

The success story of the California economy is well-known. First in farm produce—foremost in aerospace—second in manufacturing—preeminent in research. Personal income reached a record $56 billion in 1964, up 7.5 percent over 1963.[6]

Economic health is reflected in the outlay for both the necessities and amenities of life. California leads in expenditures for recreation. 42.4 percent of the state budget is devoted to education, the highest state level dollar outlay in the nation.

Reverse indicators must be noted. There is uncertainty in the future of the aircraft-missile-electronics complex. Average annual growth in employment, which was 3.9 percent in the 1950–1957 period, has since been around 2.5 percent annually (still above the national average).[7] The California economy cannot coast, but must renew itself, and gives promise of doing so because of its manpower skill and capacity for our techno-economy and because of its attention to the educational-cultural-recreational dimension of contemporary living.

California has the means to maintain the facilities it wants, and the indicators point toward a new resurgence in the California economy.

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[6] California Department of Finance. *California Personal Income, 1964.*

[7] Welson B. Gibson. "The California Economy," address at the California Industrial Development Conference, 1963.

III. THE UNEVEN ADVANCE: DEVELOPMENT OF LIBRARY SERVICE IN CALIFORNIA

The provision of library service in California has been essentially a responsibility of local government. The Education and Government Codes permit establishment of local free public library service by five different types of governmental units: the county,[1] the city,[2] the single-purpose district,[3] the multi-purpose district,[4] and the school district.[5] All except the multi-purpose district have been used.

A total of 213 local libraries have been established and maintained over the last century. Together they serve all except 74,157 persons living in five counties which lack county-wide service. The county libraries serve 46.3 percent and city and district libraries 53.7 percent of the total population.

Table 6

Population Served by California Public Libraries, 1964

51 County Libraries serve	8,141,722
162 Municipal and District Libraries serve	9,454,121
150 Municipal libraries	17,595,843
8 District libraries	
4 School District libraries	

CITY AND DISTRICT LIBRARIES

Municipal libraries have been established regularly over the years, and continue to be organized, although at a slower rate, at the present time. For the most part the newer libraries of recent years have appeared in metropolitan areas and have been set up by growing, incorporated places that decided to separate from a county library and maintain their own facility.

Table 7

Establishment of City and District Libraries

Date	*No. of Libraries*
Before 1900	42
1900–1919	81
1920–1939	15
1940–1959	6
1960–1964	5

The Education Code specifies the form of government of the several types of local libraries. Municipal libraries are managed by boards of trustees appointed by the municipality. District libraries serving unincorporated towns and villages are administered by elected trustees, and school-district public libraries are under the control of school authorities. County libraries, by contrast with these several board groups, are managed directly by the county board of supervisors, without a library board. Some home-rule cities operate the library as a department without lay boards. This fairly well covers the types of library.

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[1] *Education Code.* Sacramento. State of California (Sections 27151–2721).
[2] Ibid. (Sections 27301–27455).
[3] Ibid. (Sections 27501–27707; 27751–27963).
[4] *Government Code.* Sacramento. State of California (Sections 61000–61934).
[5] *Education Code.* Sacramento. State of California (Sections 28001–28652).

No conclusive evidence was found in favor of board or non-board libraries. Good and poor examples were found under each type of organization. However, it is notable that the county libraries, all of which operate without library boards and directly under the elected officials responsible for general county government have definitely fallen behind in per capita support of library service: the counties on the average provided $2.28 per capita for library service in 1963–64 and the municipalities and districts $3.64.

Table 8

Municipal and County Library Expenditures, 1963–64

Per Capita Expenditures	*Percent of Municipal and District Libraries*	*Percent of County Libraries*
Less than $1.50	2.1	21.6
1.50–1.99	14.5	19.6
2.00–2.99	28.3	41.2
3.00–3.99	26.9	15.7
4.00–4.99	13.8	1.9
5.00–5.99	6.9	–
6.00–9.99	6.2	–
10.00 or over	1.3	–

The varied and permissive governmental conditions under which local libraries may be organized has facilitated their establishment. Localities have had various choices and few deterrents if they decided to create a library.

On the negative side, these conditions have permitted the formation of many small units which do not have and in many cases cannot build library resources equal to present-day demands. Over half of California municipal and district libraries serve less than 25,000 people. A local library may mean the Los Angeles Public Library (serving 2,700,000 people and providing 3,000,000 books) or it may mean the Sierra Madre Library (serving 11,000 people with 30,000 books). There is no reason to believe that the few miles separating these two cities would make for a great difference in range and level of reading interest.

Table 9

Population Served by Municipal and District Libraries

Population Group	*Percent of Total Libraries*
Under 25,000	56.5
25,000–49,999	17.5
50,000–99,999	16.9
100,000–499,999	7.1
500,000–999,999	1.3
1,000,000 or more	.7

One cannot speak of library service in California without specifying large or small, good or poor. Here are some of the contrasts:

10.5 percent of California libraries circulate less than 4 books per capita annually, *but*

19.0 percent circulate 10 or more

10.9 percent own less than 1 book per capita, *but*
13.3 percent own more than 4 books per capita

10.2 percent added less than 1,000 new titles in 1963–64, *but*
12.9 percent added 7,000 or more titles

8.8 percent provided less than $1.50 per capita for library service in 1963–64, *but*
10.7 percent provided $5.00 or more

In the matter of expenditures, it must be noted that the wide variation in service levels would not be removed if all localities came up to an average or standard. The small size of many library jurisdictions would still prevent adequate resources. The Sierra Madre Public Library, mentioned above, is actually supported above average, at over $4.00 per capita. But even if its rate were increased ten-fold, it still would not approach the level of the Los Angeles Public Library nor even of the neighboring Pasadena Public Library. It must pay as much for each book as Los Angeles and Pasadena (in fact, it may even pay more, because it does not have the buying power and therefore does not get the discounts given very large units), yet almost any book may be requested by its well-educated and alert people.

Clearly one of the needs for library development in California is to establish a floor for the level of library service needed in this day and age, and then to find a way to make such resources available to every Californian—nearby for materials used regularly and within reach for those used less frequently.

COUNTY LIBRARIES

California led the way in the United States in the development of county libraries. They first appeared in the state as a means to extend library service to more remote areas. In time the county library was also seen as a governmental structure for creating larger units of service, with a sufficient population and tax base to support the expanding conception of public library service.

A missionary spirit animated the early extension movement. City libraries had already appeared on the scene before the turn of the century. The county library was invented to bring books out to the remote farming settlement, the mining town, the lumbering camp, all isolated by limited transportation and communication facilities fifty years ago. The early reports tell of county organizational work by horseback and of books delivered by postmen on snowshoes. Emphasis was upon small collections in remote centers: the crossroads store, a boxcar in the desert, a large dairy farm. As roads improved, early forms of the bookmobile appeared. The moving spirit was James L. Gillis, State Librarian from 1899 to 1917. The story is told most effectively in the October 1957 issue of *News Notes of California Libraries.*

Forty-two county libraries were established in the first spurt in the 1910–1920 decade. The rate then fell off, with the two most recent created in 1948 and 1964. Currently 51 of the 57 counties have county libraries (San Francisco, in which the city and county are coterminous, is treated in this report as a city library). An additional county (Santa Barbara), which earlier had a county unit, has been served since 1961 by three city libraries which together provide access to all county residents. The 51 counties are organized into 48 units, three being two-county libraries. Special contractual agreements for coordinated administration, as between Contra Costa and Alameda and between Stockton-San Joaquin and Amador, Calaveras and Tuolumne increase coordination among counties.

Table 10
Establishment of County Libraries

Period	*No. of libraries*
By 1910	1
1910–1920	41
1920–1940	4
Since 1940	5

Five counties still lack county libraries. In each case, these are areas of relatively sparse population. Figure 7 shows the location of these counties and also illustrates the nature of county boundaries in California which do not necessarily follow library service patterns nor modern transportation movement. The five are relatively small in size and irregular in shape.

Table 11 lists the county libraries by population served, and shows the wide variation in size. The Los Angeles County Library serves over 2,000,000 people. At the other extreme are no less than eleven units serving less than 25,000 people; and nine more serving 25,000 to 50,000.

Table 11
County Libraries by Size Groups, 1964

Population Served	*No. of libraries*
Over 2,000,000	1
300,000–500,000	8
100,000–300,000	10
50,000–100,000	9
25,000– 50,000	9
Less than 25,000	11

The second objective of county libraries was to provide unified government of library service over a county. Not quite half the libraries have achieved this objective and serve the whole county. For the most part these are less populous counties, which did not have a large city library when the unit was established, and have not had large cities develop since.

In the case of something over half the county libraries, this agency is really a supplement to established city libraries. In these cases the county unit serves those portions of the area not already covered by local municipal units. The county library is thus not a unifying force in the area, but one more library in districts which already have a multiplicity of library jurisdictions. Some of these serve almost all the county (the Fresno County Library for example) whereas others serve less than one quarter of the county population. The distribution of the twenty-six county libraries not serving the whole county is shown in Table 12.

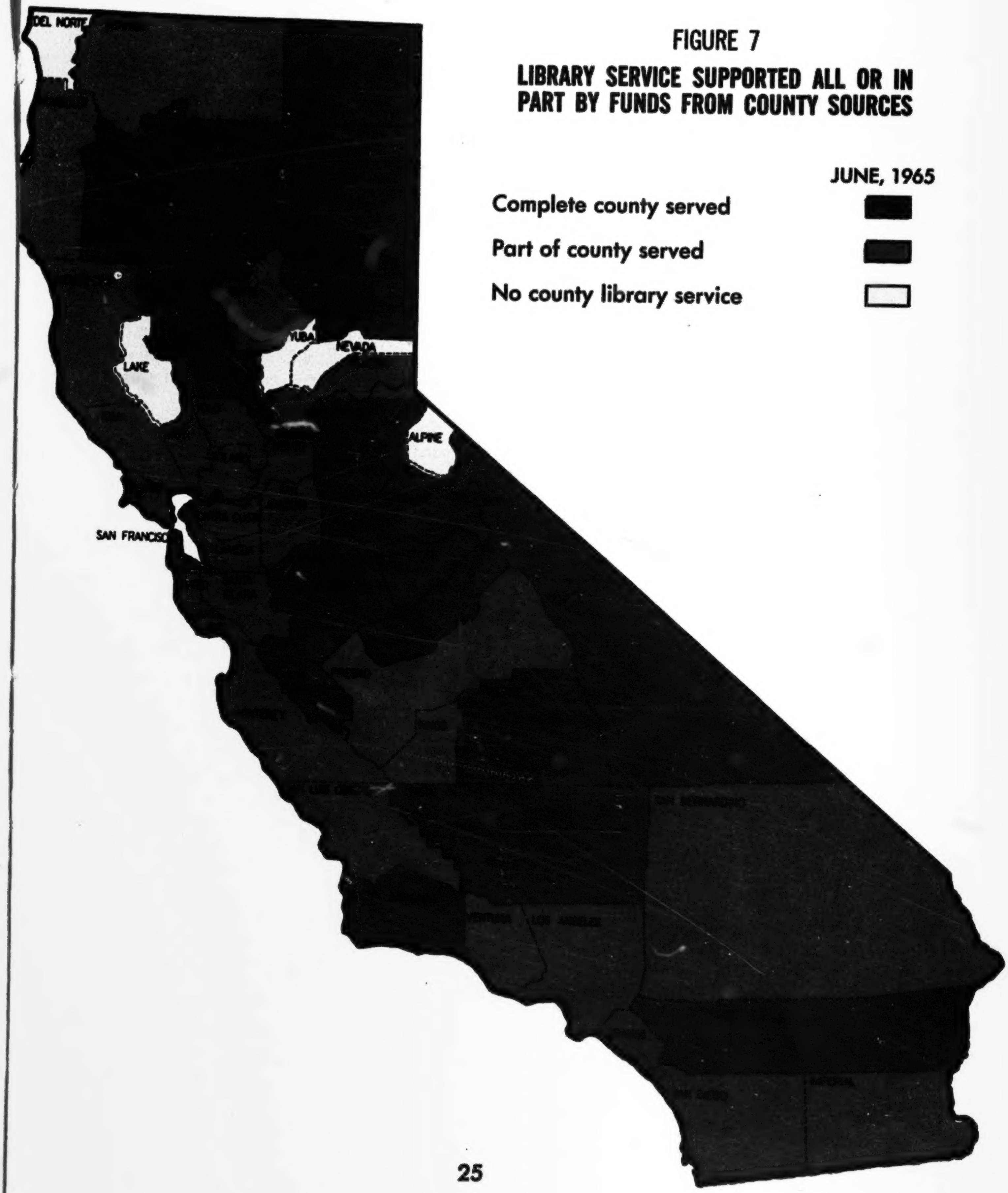
DEL NORTE
LAKE
YUBA
NEVADA
ALPINE
SAN FRANCISCO
VENTURA
LOS ANGELES

FIGURE 7

LIBRARY SERVICE SUPPORTED ALL OR IN PART BY FUNDS FROM COUNTY SOURCES

JUNE, 1965

Complete county served ■

Part of county served ▨

No county library service □

Table 12

Distribution of County Libraries Serving Parts of Counties

Percent of County Population Served	*No. of Libraries*
Less than 50%	6
50% to 75%	12
More than 75%	8

To a limited extent, local city libraries have been uniting with established county libraries. A 1965 example is the combination of Sonoma County Library and the Santa Rosa City Library, both operating within the North Bay Cooperative Library System. Other examples of the last few years are the consolidations of the Colusa City and Colusa County Libraries, the Hollister and San Benito County Libraries, the Napa City and Napa County Libraries, and the Red Bluff and Tehama County Libraries. These combinations result in a joining of forces, but in most cases the city library involved was relatively small in size so that most of the combined units still lack a strong service base in a central library of considerable size.

Of particular significance is some trend in the other direction, particularly in the more populous areas. As sections of counties grow and incorporate, the question arises of dropping affiliation with the county library. The argument is presented that the locality can provide as good or better library service by using the money it contributes to the county to maintain its own library. Theoretically, the argument is vulnerable, because a larger unit has greater resources and a variety of economies which cannot be achieved by a smaller unit. On practical grounds, however, the distribution of service over a county may be such that a locality can make a strong and appealing case for withdrawal. One of the most convincing points put forth for separation is that county library funds coming from more populous centers are used to provide services for the less concentrated parts of the county. Particularly where there is any validity to this argument, the growing city is tempted to go it alone.

Five cities have withdrawn from the Los Angeles County Library since 1955, two from the San Mateo County Library, three from the Santa Clara County Library and four localities dropped affiliation with the Alameda County Library in 1957. All of these are growing metropolitan areas.

At the other extreme of population density and distribution, those counties serving more remote areas encounter practical operating problems in covering the distances involved. Travel time to outlying sections is a definite factor in such counties as San Bernardino, Fresno, and Kern. The cost of each bookmobile transaction per person served is very high, because much time must be spent in travel rather than in service. In the smaller places where branches or stations are maintained, it is difficult to justify a collection of any genuine scope and difficult also to give adequate supervision and training to non-professional local staff. These are conditions that grow out of distribution of population, not out of county libraries as such, and will be faced in any type of library organization.

Turning to the future, it is clear that anticipated population growth in California is not going to make a marked change as between counties with large populations at the one extreme and those with small and sparse population at the other. Table 13 shows density per square mile for the various counties, for estimated population in 1964 and for predicted population in 1980. Even in 1980 there will still be 28 counties with a population density of less than 50 per square mile.

Table 13

Population Density of California Counties

County	*Actual Per Sq. Mile—1964*	*Predicted Per Sq. Mile—1980*	*County*	*Actual Per Sq. Mile—1964*	*Predicted Per Sq. Mile—1980*
Alameda	1364.4	1860.0	Orange	1351.5	2742.2
Alpine	0.7	0.7	Placer	48.3	94.2
Amador	17.7	24.5	Plumas	4.5	5.3
Butte	57.4	83.6	Riverside	56.0	100.6
Calaveras	11.2	13.2	Sacramento	612.9	1091.6
Colusa	11.0	13.1	San Benito	12.0	15.3
Contra Costa	671.9	1178.2	San Bernardino	31.0	48.2
Del Norte	18.9	22.5	San Diego	274.0	423.1
El Dorado	22.6	49.6	San Francisco	16793.3	16728.8
Fresno	68.0	102.9	San Joaquin	188.6	269.3
Glenn	14.3	17.6	San Luis Obispo	28.9	53.9
Humboldt	30.0	39.3	San Mateo	1164.3	1909.3
Imperial	19.6	24.0	Santa Barbara	84.4	179.4
Inyo	1.2	1.2	Santa Clara	655.5	1311.8
Kern	39.4	56.0	Santa Cruz	228.5	377.2
Kings	43.4	68.6	Shasta	19.2	33.5
Lake	13.5	16.3	Sierra	2.5	2.2
Lassen	3.0	3.3	Siskiyou	5.6	6.5
Los Angeles	1659.4	2276.2	Solano	190.2	307.4
Madera	19.8	24.0	Sonoma	108.7	201.8
Marin	350.0	702.1	Stanislaus	114.7	159.5
Mariposa	3.6	3.6	Sutter	58.5	85.2
Mendocino	14.5	16.8	Tehama	9.3	14.8
Merced	51.5	62.3	Trinity	2.9	3.0
Modoc	1.9	1.8	Tulare	37.8	49.0
Mono	0.9	1.0	Tuolumne	7.2	8.6
Monterey	66.4	119.3	Ventura	153.1	399.0
Napa	98.2	152.5	Yolo	75.0	159.7
Nevada	25.2	28.8	Yuba	64.1	113.8

The two basic objectives of county libraries have been achieved in part. People in more remote areas do get books from this source, but—as will be clear in the following section appraising present service—not at a level equal to modern demands. Unified library government has been achieved in some counties, and some continuing consolidation occurs in the form of city-county combinations, and by means of intercounty contracts for the services of one administrator. The tendency of some metropolitan cities to separate from county libraries will have to be met by careful attention to local service to such cities within the county organization, by stronger county units that make the advantages of membership more self-evident, by flexible forms of contractual relations, and by the greater overall level of service proposed in this report.

While this can only be conjecture, it is quite possible that the existence of county libraries in the past prevented the greater proliferation of local units. It is notable that New York State, with very few county libraries, established over 700 local libraries, while California established just over 200. It is not easy to look back and say what practicable and acceptable organization would have served the purposes better.

Many of the county libraries are weak links in the California library program. Some are on dead center, with no clear prospect for improvement.

But the county libraries, good and bad, are with us. They cannot be disregarded or by-passed in future developments, for they are the source of service for 8,000,000 people. Now the task is to find a structure which will recognize the importance of the county in California government and yet make the weaker units part of a statewide program.

> The county library can bring library resources to remote areas *if* it learns to use new and modern communication for the purpose.
>
> The county library can open modern subject resources to people, *if* it is related to strong reader center libraries.
>
> The county library can be an efficient and productive library unit, *if* it is part of a larger regional library system.

PROVISION OF SCHOOL LIBRARIES

Students are both members of a school and residents of a community. They use not only school libraries but also public libraries, and in fact, loom large in total public library use. A recent study in Baltimore, for example, showed 53.4 percent of users of the Enoch Pratt Free Library to be full-time students, either at the junior high, senior high or college levels, and an additional 8.3 percent to be part-time students.[1]

To meet the substantial and significant demand for reading material from students, both school libraries and community libraries are needed. The school library should be a genuine reference and reading center within the school building, with professional direction and a collection designed to provide immediate support for the school instructional program. Readings regularly assigned, titles on reading lists, and reference sources needed frequently must be available within the school to support its daily round of work. As the student ranges wider in his reading, either for specific school projects or under the general stimulus of school instruction, and finds that the working collection in the school does not have the range or depth he needs, he naturally turns to community library facilities. It is not feasible or economical to have in every school building a large collection of 25,000 titles, or more at the secondary level, in order to serve these ever-widening student demands.

Public libraries are needed for students even if school libraries are well developed—and school libraries are needed even if the community facilities are strong. In fact, if both facilities do not come up to standard, not only do young people fail to get what they need, but as they make undue demands on the community facility they diminish service for all by exhausting the book resources and preempting seating space in the library. It is a mistake to think of the thirst for knowledge as occasional and limited so that it can be satisfied at one well; reading today calls for a modern distribution system that reaches into both the community and the school.

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[1] Lowell A. Martin. *Students and the Pratt Library: Challenge and Opportunity*. Deiches Fund Studies of Library Services, No. 1. Baltimore, Enoch Pratt Free Library, 1963, p. 27.

The evidence available indicates that school libraries have not kept up with educational levels or instructional programs in California. Students are currently making extraordinary demands upon public libraries. They will continue to do so in the future, but school libraries should catch up rapidly so that the facility within the school can serve the immediate instructional function and the public library in the community can be the resource for students, as well as for other residents, as they range wider in reading and reach more deeply into subject fields.

Oddly enough, in a state with a broadly developed school system and a large state educational department, there are very meager statistics available about school libraries in California. The last thorough statewide study was conducted by the Department of Education in the 1930's. A partial study of elementary school libraries was published by the California Teachers Association in 1956. From 1910 through 1962, *News Notes of California Libraries*, issued by the State Library, carried partial school-library information, but this has since been dropped. Most state departments of education obtain regular and thorough statistical data about their school libraries, but California is one of the nine state departments that does not do so.

Within the last year, the State Department of Education has sponsored a statewide study of school library service in order to take stock on where this portion of the educational facility stands. The study is currently underway, with much of the data collected, and publication of the results scheduled for the 1965–66 school year.

Through the cooperation of the Coordinator of the School Library Research Project, the following preliminary statistical results have been obtained:

> 62.7% of elementary schools in California do not maintain a library; 1,370,000 children attend these schools without library resources.
>
> Less than 7% of the elementary schools are served either full time or part time by school librarians who fully meet credential standards for this service.
>
> Less than 8% of California public school libraries (secondary as well as elementary) meet the standards for book collection set by the American Library Association; most fall considerably short of the minimum figure of $4.00 of annual expenditures for books per student.

In addition, the study to this point has documented serious shortcomings in the physical facilities for school library service, limitations in supervision, and problems in the education of school librarians.

These findings indicate that school library resources as well as community library resources are below standard in California. Not one but both horses in the team are unable to pull their part of the load. Unless progress is made in school libraries, advances in public library provision will in substance amount to maintenance of facilities for schools, a kind of substitute for the school library. More basic than the issue of the distribution of service load between school and public libraries is the question of the consequences of limited development of this arm of education. It is hard to see how California can knowingly continue weaknesses in its public and school libraries which cannot help but have the effect of making its residents, both students and adults, less well-read and less well-informed than they should be.

IV. TAKING STOCK: WHERE CALIFORNIA PUBLIC LIBRARIES STAND NOW

Community library service must be evaluated at two levels.

First there are the resources available in the immediate locality, the library in the neighborhood or in or near the local shopping center. This is the grass-roots level, the foundation, to which children go as the world of books opens for them, to which students turn first, on which the adult depends for his general reading.

The key role of the local library should not be deprecated. This front-line unit is important not only because it applies to the largest number of people but also because it is unique in the service it can provide the non-specialized reader. A community library is not an inferior agency; it actually provides a selected collection and informal guidance and advisory service not characteristic of large subject libraries.

At the same time, in this specialized age, all of us from time to time seek information in more detail and subject material in some depth. This need may arise in connection with our business affairs, or family developments, or job opportunities, or school requirements, or just plain personal interests anywhere from a vacation trip to growing satisfaction about the arts, from a community project to concern about social and international problems.

We cannot expect a nearby local library to buy and hold an expensive and specialized book on the chance that we might develop an interest in it. Our neighbors also have special *but different* reading needs. If a particular and specialized title is bought for me, and another for my neighbor, and still others for various unique interests in the neighborhood, in a smaller community they will sit unused on the shelves after one or a few readings. Followed to its logical conclusion, this policy would result in ever-expanding local libraries with shelves of little-used books.

There must be a second level of resource and service within reach of the reader, strong points among the local units, to which he can turn on these special occasions. Because the strong points would serve several hundred thousand people, rather than only the persons in a community or small city or sparsely-settled county, the special book in which I am interested will also be used by others with the same need, and thus its provision from public funds can be justified.

California libraries will therefore be examined first at the local or community level and then at the area or regional level. In each case reasonable goals and programs will be laid down—the standard of service that is needed today, not some fancy provision for the minority of very wealthy communities—and both local libraries and larger libraries will be rated against these criteria.

GOALS OF LOCAL COMMUNITY SERVICE

The evaluation of library service starts in the locality, with the agency that most readers use first and most frequently. Subject and specialized readers must also have access to more extensive collections, and their local library must be part of a larger library system. But adequacy starts in the front line, at the first point of contact; there is limited value in a large library at a distance if children, students with regular assignments, and adults seeking good reading cannot get service close to home.

The community library is maintained by the local governmental jurisdiction, whether city or county. Close alliance of the agency with its immediate public officials is necessary to insure proper support and control. The nearby outlet may be a branch of a city or county library in a more populous area, or the central library itself in smaller cities and county seats.

This local outlet should be no more than ten to fifteen minutes driving time away in metropolitan areas, and thus also within walking distance for many children. Driving time refers not to ideal conditions but to elapsed time from home, to the library building, onto the parking lot, and through the library doors under usual traffic conditions. Outside concentrated metropolitan areas, the driving time may go up to 25 to 30 minutes, the time that persons living in smaller places and open country often drive to get commodities and services. In sections of very sparse population, under 25 persons per square mile, special goals and service methods should apply, as proposed in the final section of this report.

Normally local library service cannot be maintained efficiently by jurisdictions with less than 25,000 persons. We will see that the minimum or foundation program for modern library service costs well over $100,000 annually, or some $5.00 per capita for a locality of 25,000 persons. A smaller place may elect to provide its own library facilities, but will find that the cost of the minimum program cannot be reduced if local needs are to be met, and therefore the very small unit must pay a premium of $10.00 or more per capita each year.

Goals for local libraries must be high enough to enable this key agency to carry its part of the total load. The minimum program to be achieved is shown under "Program Goals." Some communities will want to exceed these criteria. These service goals are in line with both California and national standards for public library service, brought up-to-date and made to fit the present and immediately emerging service needs of California.

PROGRAM GOALS FOR LOCAL COMMUNITY LIBRARY SERVICE

A. *Materials*

1. A minimum of 30,000–35,000 book *titles* * (weeded to remove material no longer useful), of which at least 20,000 have been acquired within last ten years
2. A minimum collection of 50,000 volumes for population of 25,000, and at least two books per capita in places up to 100,000 population, 1.5 book per capita for portion of population above 100,000
3. 800–1,000 reference titles in non-circulating collection
4. Not less than 2,500–3,500 well-selected book titles currently added per year in libraries serving 25,000 people, moving to at least 5,000 titles in community libraries serving 100,000 people

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* Where a range or variation in minimum is given, the higher figure in each case applies to metropolitan areas.

5. 200–250 periodical subscriptions, most of which are indexed, and with at least one-half held in back files for five years or more
6. Selected state and federal government documents to provide information about current statistics and topics of wide interest
7. Not less than 2,000 sound recordings (with 250 added each year) in libraries serving 25,000 people, moving up to at least 5,000 recordings (and 1,000 added per year) in community libraries serving 100,000 people.

B. *Staff*

1. Minimum staff of twelve employees (full-time equivalent)
2. One employee for each 2,000 people in service area
3. At least one-third of staff holding degrees from ALA-accredited library schools.

C. *Physical Facilities*

1. Fifty square feet of space per 100 people in service area if community library is a branch library or a member of a library system; sixty square feet if library operates alone and maintains its own cataloging and processing department
2. At least one seat per 200 people up to 50,000 population; one seat per 400 people for portion of population above 50,000.

In concrete functional terms, what does a community get or gain that maintains a library at this level? Here is some idea of the way this facility would reach into and benefit a city of 25,000:

A valuable resource of 50,000 volumes or more would be maintained, with essential new material flowing in constantly to keep it current and alive

Non-book materials of several types—magazines, documents, recordings—would support this working collection of books as a community resource

Library cards would be held by about one-third of the people in the community, with over half the families holding cards and thus being enrolled in the library

200,000–250,000 volumes would go out in circulation each year, often to be read by more than one member of the family, so that the average resident would get the benefit of 12–15 books in the course of a year

Over and above the volumes circulated, almost 100,000 additional consultations of books would occur annually within the library building

35,000–40,000 information and guidance inquiries would be handled by professional staff, ranging from the request of a child for material about dinosaurs a million years ago to the request of a businessman for probable market conditions in another part of the state ten years in the future

400–500 group meetings would be serviced by a librarian and supplied with appropriate books, from the Saturday morning story hour for children to the Wednesday evening meeting of senior citizens.

And what would this cost? The answer can be built up realistically because necessary salary scales to compete in the labor market and the unit cost of books and other materials are known. Two sample budgets for libraries of different size and service conditions are shown.

At 1965 dollar values, the figure comes out a little over $5.00 per capita. This is the financial level that California should be achieving now if it wants to keep its library service up to the level of the rest of its educational life.

SAMPLE BUDGET (1965 dollar values)

Library:

County library serving 60,000 people over 2,000 square miles. Central library in county seat, three small town branches, one bookmobile. (Library should be member of larger library system.)

Staff:		
1 Director @ 11,000–13,000	$12,000	
10 Professional librarians @ 7,400 (starting salary—6,200)	74,000	
3 Non-Professional branch assists. @ 5,000	15,000	
12 Clerks @ 3,800	45,600	
1 Bookmobile driver	6,000	
3 Hourly workers @ 1.75/hr.	10,000	
	162,600	
Staff benefits at 10 percent	16,200	
		$178,800
Materials:		
4,000 Titles @ 6.10	24,400	
5,000 Duplicates and replacements @ 5.50	27,500	
Reference books	5,000	
2,000 Books rebound @ 2.20	4,400	
400 Periodicals @ 6.50	2,600	
1,000 Recordings @ 3.85	3,850	
		67,750
Other:		
Janitorial service and salaries	9,000	
Building maintenance and repairs	10,000	
Branch rentals	6,000	
Utilities	7,000	
Furniture	5,000	
Bookmobile maintenance, operation, depreciation (staff and books above)	12,000	
Supplies, postage	14,000	
Travel and professional development	5,000	
Insurance	3,000	71,000
Per Capita—$5.29		$317,550

SAMPLE BUDGET (1965 dollar values)

Library:

Serves 30,000 people in a relatively compact city in a metropolitan area. One central building, no branches. (Library should be member of larger library system.)

Staff:		
1 Director @ 10,000–12,000	$11,000	
5 Professional librarians @ 7,500 (starting salary—6,500)	37,500	
7 Clerks @ 4,000	28,000	
2 Hourly workers @ 2.00/hr.	7,500	
	84,000	
Staff benefits at 10 percent	8,400	
		$92,400
Materials:		
3,500 Titles @ 6.10	21,350	
1,500 Duplicates and replacements @ 5.50	8,250	
Reference books	2,500	
1,000 Books rebound @ 2.20	2,200	
250 Periodicals @ 6.50	1,625	
250 Recordings @ 3.85	963	
		36,888
Other:		
Janitorial service and salaries	7,000	
Building maintenance and repairs	8,000	
Utilities	3,500	
Furniture	2,000	
Supplies, postage	7,000	
Travel and professional development	2,500	
Insurance	1,500	
		31,500
		$160,788

Per Capita—$5.36

EVALUATION OF LOCAL COMMUNITY SERVICE

How close do city and county libraries in California come to these levels at the present time—which is to say, how able are they to meet the demands of this dynamic State?

There is no single or simple answer. Not one library meets all the program goals, but a sizable minority of agencies comes up to several of the criteria. At the other extreme are the stragglers, amounting to anywhere from 10 percent to 30 percent depending on the measure used, which do not come even half-way to the criteria. In between is the larger group that has been making some progress, but not commensurate with the rapidly-growing population and the fresh thirst for knowledge.

To pick but one indicator, the *wide range* of provision among libraries can be shown by the availability of professional children's librarians. Librarians specializing in service to younger readers are needed to introduce children to books, to guide them as their reading ability develops, and to work with parents who are interested in their children's reading. The minimum program goal is at least one children's librarian for each 10,000 youngsters in the population and even this level of staff provision obviously makes for a very heavy load on the individual librarian. Table 14 shows that over one-third of California's libraries provide no specialist for children, so that youngsters served by these agencies cannot get professional service no matter how long they wait. Another one-quarter have a children's librarian, but a person trying to serve so many more youngsters than called for by the standard that many children do not in fact get this guidance—like having sixty children in a classroom with a single teacher. Something under one-fifth of the libraries are reaching toward the recommended level, and a little over one-fifth have achieved or surpassed it.

Table 14

Children * Served Per Children's Librarian **

Ratio	*Percent of Libraries*	
No children's librarians as defined	38.2	
1 to 15,000 or more children	25.5	
1 to 10,000—14,999	14.0	Libraries meeting program goal
1 to less than 10,000	22.4	

* Population 13 years and under

** Children's librarian here refers to professional staff member spending all or most of time on direct service to children.

What then can one say about children's service in California's public libraries? Only that well over one-half of California youngsters are being short-changed, in that they do not have reasonable access in their communities to a person who has training and skill in stimulating and guiding their reading, a service that all agree is needed. It is on the basis of such evidence that there is no choice in the present report except to give a critical evaluation of public library service in California.

The evidence about other aspects of public library service is presented in a series of tables. In each case the distribution of libraries is arranged in such a way as to show the proportion that falls way below a reasonable level, those that have achieved a degree of progress, and those that come up to sound standards.

On library buildings the record is a little better than will shortly be seen for books and staff. Tables 15 and 16 set forth the relevant data. Over 60 percent of library buildings have been constructed since 1950, reflecting the building boom in California. On the other hand, over one-third are over 25 years old and one-fifth have been used for a half century or more. As to space within the buildings, almost three-quarters do not have the number of seats needed to handle increasing reference and study use of libraries. In field visits made by the surveyors, lack of shelf space for books was noted repeatedly. California has been building public libraries, but 70–80 older structures are now showing definite signs of age, and very few of the newer structures have been made large enough to handle either the readers or the books that will be coming into the buildings within the next few years.

Table 15

Age of Public Library Buildings

Time Periods	*Percentage of total libraries*
Built before 1900	2.9
1900–1919	19.1
1920–1939	12.9
1940–1949	2.9
1950–1959	30.8
Since 1959	31.3

Table 16

Public Library Seats Related to Population Served

Seats per 1000 population	Percentage of libraries	
Less than 2.0	20.6	
2.0–4.9	52.4	
5.0–9.9	22.4	Libraries meeting program goal
10 or more	4.7	

Numbers of books do not necessarily indicate the quality of a library, but you can't have much of a library unless there are books in goodly quantity. In sheer numbers in the collection, about half the public libraries in California come up to the per capita standard. However, this does not mean that half the libraries have enough books, because many with the higher figures are units serving only small populations: a library serving only 10,000 people can have 5 books per capita and still not be able to meet frequent requests for titles.

Table 17

Per Capita Book Stock Held, 1963–64

Per capita book holdings	Percent of total libraries	
Up to 1.0	10.9	
1.0–1.9	44.9	
2.0–2.9	20.3	
3.0–3.9	10.6	Libraries meeting program goals
4.0–4.9	6.9	
5.0 or more	6.4	

We come a little closer to quality and actual service capacity with number of *titles* acquired annually. Over 25,000 different books are now issued each year in the United States. While not all are needed in a public library, with the increasing educational level of people and their wider reading interests, several thousand are essential even in smaller community libraries. Table 18 shows that 60 percent of California libraries acquire the bare minimum of titles needed. In terms of modern needs, for 7,000 or more titles per year, approximately 25 of the State's 213 public libraries come up to this level. But of course a sound library collection is not built up in a year; sustained acquisition is needed to build a solid foundation. Table 19 shows that relatively few libraries have been able to maintain a high rate of title acquisition over the last ten years.

Table 18

Number of Titles Added, 1963–64

Number of titles	Percent of total libraries	
Up to 1,000	10.2	
1,000–1,999	15.2	
2,000–2,999	14.4	
3,000–3,999	16.8	Program goal for local libraries
4,000–4,999	15.9	
5,000–6,999	14.4	
7,000 or more	12.9	Program goal for library systems

Table 19

Average Number of Titles Added Annually, 1955–1964

Number of titles	*Percent of libraries*
Up to 1,000 titles	8.9
1,000–1,999	15.0
2,000–2,999	17.2
3,000–3,999	12.8
4,000–4,999	7.2
5,000–5,999	6.1
6,000 or more	6.1
Data not available	26.7

To get at the provision of books most frequently requested, three basic lists were developed, on reference titles, outstanding children's books of the last three years, and significant adult books for the general reader of the last three years. Tables 20, 21 and 22 show the level of holdings in California libraries. Even for these most common and popular titles, one-third of the libraries hold less than half the titles.

Table 20

Holdings of Basic Reference Titles *

Percent of List Held	*Percent of Libraries*
Less than 25 percent	12.1
25.0–49.9 percent	22.5
50.0–74.9 percent	41.0
75 percent or more	24.3

* List of 272 titles compiled from:
Barton, Mary N. *Reference Books.* Baltimore, Enoch Pratt Free Library, 1962.
Ready Reference Collection, a basic list developed for the Ready Reference Center of Library 21 at Seattle World's Fair. American Library Association, 1962.
Suggested Reference Books for small or branch public libraries. American Library Association, Small Libraries Project, 1962.

Table 21

Holdings of Outstanding Children's Books, 1962–64 *

Percent of List Held	*Percent of Libraries*
Less than 25 percent	14.6
25.0–49.9 percent	17.1
50.0–74.9 percent	26.8
75.0 percent or more	41.4

* List of 75 titles compiled by Department of Work with Children, Los Angeles Public Library.

Table 22

Holdings of Significant Adult Books, 1962–64 *

Percent of List Held	*Percent of Libraries*
Less than 25 percent	10.7
25.0–49.9 percent	20.2
50.0–74.9 percent	28.6
75.0 percent or more	40.4

* List of 95 titles compiled from professional sources, such as:
Notable Books, published annually by the American Library Association.
Interesting Adult Books for Young People. American Library Association.

Investigation of collections was pushed a step further by having libraries check titles actually available on the shelves, as distinct from titles owned. The results for the significant adult books are shown in Table 23, indicating that duplicate copies are often not provided, so that the individual must go on a waiting list to get his material, sometimes on a list of considerable length.

Table 23
Availability of Significant Adult Books

Percent of List on Shelves	*Percent of Libraries*
Less than 25 percent	25.8
25.0–49.9 percent	52.8
50.0–74.9 percent	18.2
75.0 percent or more	3.1

Magazines and journals constitute an important supplementary source of information and commentary. They are used heavily by students and by persons with specialized interests. As one measure of the quantity of periodicals available, the Los Angeles Public Library maintains over 6,000 subscriptions. California public libraries rate here much as they do on other measures: on the one side, one-third of the libraries have less than 100 subscriptions, while on the other, 12 percent have 400 or more, with about one quarter coming up to minimum requirements. When a checklist of titles is used, as shown in Table 25, only 6.6 percent of libraries have as much as three-fourths of the list.

Table 24
Number of Magazine Subscriptions, 1963–64

Number of subscriptions	*Percent of total libraries*	
Less than 100	33.5	
100–199	29.8	
200–299	14.1	Libraries meeting program goals
300–399	10.3	
400 or more	11.8	

Table 25
Holdings on Checklist of Periodicals *

Percent of List Held	*Percent of Libraries*
Less than 25 percent	5.0
25.0–49.9 percent	48.3
50.0–74.9 percent	40.0
75 percent or more	6.6

* 323 titles selected from professional sources such as a recent subscription list compiled by the Newark Public Library and *Periodical Buying List for Branches*, Los Angeles Public Library, 1963.

Turning to personnel, we find a somewhat higher percentage of libraries, approximately 40 percent, coming up to the overall ratio of one staff member to 2,000 people in the service area. However, the record of provision of professional and specialized staff is not as favorable. Table 26 shows that 31 percent of the libraries do not have any professional staff devoting full-time or nearly full-time to reference and reading advisory service for adults, 38 percent lack such a person for children's service, and 73 percent are without a staff member devoting special attention to the strategic young adult or teen-age group.

Table 26
Professional Staff in California Public Libraries

Professional Staff Provided	*Percent of Libraries*
One or more in Children's Work	61.8
None in Children's Work	38.2
One or more in Adult Reference & Guidance	68.9
None in Adult Service	31.1
One or more in Young Adult Work	26.6
None in Young Adult Work	73.4

The general picture for professional staff again demonstrates the wide range in quality of public library service in California. As shown in Tables 27 and 28 there is the one-third of libraries that meets sound levels, the equal number that is far behind, and the group somewhere between.

Table 27

Population Served Per Staff Member

Population served per staff member	*Percent of total libraries*	
5,000 or more	6.3	
3,000–4,999	28.3	
2,000–2,999	29.8	Libraries meeting program goals
Less than 2,000	35.6	

Table 28

Population Served Per Professional Staff Member

Population served per professional staff member	*Percent of libraries*	
20,000 or more	11.9	
10,000–19,999	23.7	
5,000–9,999	32.8	Libraries meeting program goals
Less than 5,000	31.6	

Use of libraries reflects the wide range of service provision. As people get what they seek in libraries, they naturally return for more, as the agency becomes their intelligence center. When they get professional assistance, they return to the fountainhead as new and complex information and reading needs arise. Thus we find the bottom quarter of libraries that circulates less than 5 books per capita annually, and at the other end the fifth of libraries that distribute 10 or more.

Table 29

Per Capita Circulation of Books, 1963–64

Circulation per capita	*Percent of libraries*
Less than 5	25.8
5.0–6.9	34.6
7.0–9.9	20.6
10 or more	19.0

The range of financial support is even more extreme. In 1963–64, eighteen libraries had less than 1.50 per capita to maintain their programs, while twelve had at least four times as much per person. This is as though expenditures per child for his school education ranged from $150 to $600, an inequitable situation that is prevented by the equalization features of state aid for schools in California. Variations in ability among communities to pay for library service account for part of the range, but wide differences in *financial effort* also enter the picture, as shown by the tax rates for library service reported in Table 31.

Table 30

Per Capita Expenditures for Public Library Service, 1963–64

Per capita expenditures	*Percent of total libraries*
Less than $1.50	8.8
1.50–1.99	14.7
2.00–2.99	30.5
3.00–3.99	24.3
4.00–4.99	10.9
5.00–5.99	5.1
6.00 or more	5.6

Table 31

Library Tax Rate, 1963–64

Rate on $100 assessed valuation	*Percent of libraries*
Under 10¢	22.2
10¢–14.9¢	19.5
15¢–19.9¢	28.0
20¢–24.9¢	14.1
25¢–29.9¢	11.8
30¢– or more	4.1

The fact must be repeated that a core group of California public libraries shows up well by any measures. These are the strong points that should be capitalized upon and further strengthened in getting more adequate library service for all Californians.

But distinct shortcomings show up in all measures of modern library resources. Several sections of the state—sizable pockets within the two large metropolitan areas, whole counties within the Central Valley, vast stretches in the mountain and desert areas—participate in these weaknesses. As best one can generalize from the voluminous data, here is what it all means for the people of California:

> One-half of California adults lack access to the range of popular and informative contemporary literature they want to consult regularly, and three-quarters lack access to the more special subject and journal resources which they need from time to time
>
> 60 percent of California children are short-changed, being without adequate reading materials and/or skilled children's librarians.

It is on this basis that the conclusion is reached that Californians are lacking public library resources of sound quantity and quality. In view of increasing demand for more specialized resources, undoubtedly this lack will become more serious in the next years unless determined efforts are made to close the library gap.

SUBJECT AND SPECIALIZED LIBRARY SERVICE

Local community library facilities are the first line of service. They provide the titles and information sources needed frequently by children, students, and adults. The purposes served are general education and popular reading. For some people the local community library serves a regular and important function in their lives, and this is the only level of service they need if it comes up to sound standards.

Increasingly our way of life is marked by more specialized interests. Formerly specialists were confined primarily to the university campus or the occasional research laboratory. Now they live and work out in the community. The community library that a quarter-century ago could meet all or most resource and reading demands now often finds itself beyond its depth, even if the locality gives good support to the agency.

These more specialized requirements are not confined to a handful of people in unusual occupations. They appear in home and community life, in business and government, in accelerated programs in the schools and colleges, on up to the increasing number of individuals engaged in the many forms of research. Where does the local government official get background on urban planning, or the small businessman on technical changes affecting his products, or the junior college student on his first research paper in psychology—to say nothing of the citizen seeking to understand basic trends in Asia or the theories behind modern art? Most of us become "specialists" from time to time, and seek background to comprehend the complex matters that come before us.

It is difficult to imagine the variety of demands coming out of the typical community today unless one sits for a period at an information desk in a library. At such a vantage point one is constantly astonished at the variety of human interests and the complexity of life that we are trying to understand. To provide a look into this intellectual chain-reaction, the requests for titles coming into the State Library from localities were checked for a few days. Here are examples of the rich flow of demand.

SAMPLES OF INTERLIBRARY LOAN REQUESTS

State Library, October 1964

Annotated Bibliography on Emotionally Disturbed Children, issued by the New York City Board of Education.

Copy of newspaper account of celebration of Native Sons of Golden West in Santa Rosa, California on Sept. 8–11, 1897.

Two articles from *Journal of Prosthetic Dentistry* (requested by a parent, not a dentist).

Kris, Ernst. *Psychoanalytic Explorations in Art* (1952).

Cressman, Luther S. *Petroglyphs of Oregon* (1937).

Material about kit-assembled water softeners.

Gould, Rupert T. *The Marine Chronometer; history and development* (1961).

Article on Krebiozen—Chicago Sun-Times, March 26, 1951.

Political and historical background of first congressional district of California.

Dillmont, Therese de. *Pre-Columbian Motifs in Embroideries* (1944).

Eusebius of Caesarea—any of his works dealing with first 300 years A.D.

Sullivan, Harry. *Clinical Studies in Psychiatry* (1956).

Play form of Ingmar Bergmann's films.

San Francisco Legal News, 1892.

Dictionary of the language of the Paiutes.

Foort, Reginald. *The Cinema Organ* (1932).

Hornel, James. *Canoes of Polynesia, Fiji and Micronesia* (1936).

Mendocino escarpment, in *Journal of Geology* (1952).

History of Tidelands dispute in California.

Interlibrary loans among libraries, and particularly from the State Library, have done yeoman service in seeking to meet such demands, and loans among libraries will continue to play an important role in any future plan. But the load of demand is mounting, and the few strong collections cannot be expected to have increasing parts of their resources out at a distance. It is one thing to turn to a large library with exceptional requests at intervals, but another to depend on the other agency constantly. Further, the few strong libraries have increasing difficulty in filling requests; we will see later that even the State Library is unable to supply over half the demands for interlibrary loan made upon it. Another and important consideration is that citizens, students, officials and others often want to consult a range of resources and subject materials directly, selecting and comparing, rather than requesting one or a few titles from a list and receiving them a week or two later.

A state such as California should have a hierarchy of levels of library service. The local community library would remain the source for more general reading; but every Californian with more extensive subject interests should be able to reach in person a collection of some scope, with extensive reference resources and skilled reference librarians. In part such a level of service is naturally evolving at present, with students and others coming some distance from outside the cities to use, for example, the Oakland Public Library in the East Bay area or the Pasadena Public Library in the district north of Los Angeles. This is not done according to plan, and the non-residents who use these libraries are not contributing financially to the facility they use. While they are not stopped from using books in the building, they do not qualify as borrowers, so that they cannot take books home or to other locations for further study. The "outsider" gets only part of library service, and he does not carry his share of the cost of even that part.

To serve more specialized subject demands, selected libraries must achieve distinctly higher standards than the immediate local library. In particular the collection must have both scope and depth in subject and periodical materials, and the staff at this level must have special reference and subject competence.

A Reader Subject Center Library meeting the standards set forth below should be maintained wherever 200,000 or more people live within thirty minutes driving time in metropolitan areas, or 150,000 people within sixty minutes driving time in non-metropolitan areas. Like the program goals for local service, these represent levels in general accord with state and national standards, in this case for library systems, adjusted where necessary to 1965 needs and conditions.

PROGRAM GOALS FOR READER SUBJECT CENTER LIBRARIES

A. *Materials*

1. 100,000-125,000 book titles,* with at least 40,000-50,000 acquired within past ten years.
2. 7,500-10,000 reference titles in non-circulating collection.
3. Not less than 7,000-10,000 titles currently added per year.

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* Where a range or variation in minimum is given, the higher figure in each case applies to metropolitan areas.

4. 700-1,000 periodical subscriptions, with three-quarters held in back files or on microfilm for ten years or more.
5. 7,000-10,000 sound recordings, with at least 1,500 added per year.
6. At least 500 educational films for use in the area.
7. A substantial selected collection of current government documents; at least 3,000 U. S. and 1,000 California annually.

B. *Staff*

1. One staff member for each 2,000 persons in the immediate governmental unit—usually a city—in which the Reader Subject Center Library is located (this staff is for basic library service to the city); if branches are maintained the staff figure per 2,000 persons applies to all local library agencies. PLUS
2. One staff member for each 20,000 persons living outside the city but within 30-45 minutes driving time from the library.

C. *Physical Facilities*

1. Fifty square feet of building space per 100 persons in city in which library is located. PLUS
2. Five square feet per 100 population living outside the city but within 30-45 minutes driving time from the library.

The preceding analysis of local community libraries in relation to program goals at the *local* level showed anywhere from one-half to four-fifths of California public libraries failing to come up even to these modest measures. Obviously any wholesale application of the program goals at the regional level would show only a handful of libraries achieving these higher measures.

Table 32 gives some indication of the number of libraries now at this level. Three key measures of collection were selected—number of titles acquired annually, number of periodical subscriptions, and holdings on the checklist of reference books. All libraries are listed in the table which met two or all three of there key measures—and the result shows exactly nine libraries.

Table 32

California Public Libraries Meeting Measures for Reader Subject Center Libraries

Library	*Acquired 7,000 Titles in 1963–64*	*Subscribe to 700 Periodicals*	*Held 90% of Basic Reference List*
Fresno County	X	X	X
Long Beach		X	X
Los Angeles City	X	X	X
Los Angeles County	X	X	X
Oakland	X	X	X
Pasadena		X	X
San Diego	X	X	X
San Francisco	X	X	X
Stockton	X		X

To dig a little into content of collections in larger libraries, several specialized lists were compiled. Space science, urban renewal, and American painting were selected as examples of contrasting topics of some complexity yet having current interest to the alert citizen. These were checked only by larger libraries, with operating budgets of $100,000 or more. Taking holdings of three-quarters of the titles as a minimum measure of adequate provision in these fields, 4 percent of the large libraries achieved this for space science, 5 percent for urban renewal, and 6 percent for American painting. It is encouraging that results were substantially better for books about California. But the fact remains that when one probes into larger California library collections in a little depth, many are soon found wanting.

Table 33

Holdings of Material on Space Science *
In Larger Libraries

Percent of List Held	*Percent of Libraries*
Less than 25.0 percent	23.7
25.0–49.9 percent	54.6
50.0–74.9 percent	17.5
75.0 percent or more	4.1

* List of 50 titles compiled by Science and Technology Department of Los Angeles Public Library.

Table 34

Holdings of Materials on Urban Renewal *
In Larger Libraries

Percent of List Held	*Percent of Libraries*
Less than 25.0 percent	33.7
25.0–49.9 percent	42.9
50.0–74.9 percent	18.4
75.0 percent or more	5.1

* List of 46 titles compiled from professional lists.

Table 35

Holdings of Materials on American Painting *
In Larger Libraries

Percent of List Held	*Percent of Libraries*
Less than 25.0 percent	53.1
25.0–49.9 percent	28.1
50.0–74.9 percent	12.5
75 percent or more	6.3

* List of 45 titles compiled by art staff of Newark New Jersey Public Library.

The nine libraries listed in Table 32 have in part become regional subject center libraries on the basis of actual use. Readers with special interests, even if they live outside the normal jurisdiction of the library, have simply gone and used it. The kind of statewide program advocated in this report has been naturally coming into existence, and what is recommended in the final chapter is really the completion of a movement already underway, and putting of the development on a sound and equitable organization and financial base.

Certain of these libraries have moved well along the way. The experience of the Fresno County Library is a case in point. As a strong unit in its area, it has for some years been used by readers—from nearby counties and from cities maintaining separate smaller libraries—who sought specialized material. Then a region-wide information center was added, using federal funds allocated by the State Library as a start. More recently the San Joaquin Valley Cooperative

Library System has been organized with Fresno as the center. What began as an informal pattern of use by people has now been organized; library government has caught up with readers. Incidentally, this particular sequence is not the only route to reorganization of library service to meet present needs, nor is it necessarily the best sequence for other regions. We will see in Chapter VI that other areas have moved forward in their way.

But the nine libraries leave large sections of California without a suitable strong point. There is no library from the whole northern third of the state in the list. And within densely-populated metropolitan areas, the few qualifying libraries in each leave many people well beyond the practical thirty-minute limit. A plan for California must build on the start made, and must extend this to the whole state, providing alternate and flexible means for achieving the goal.

In Chapter VI we will see additional steps already taken toward a statewide public library program, after first putting the State Library into the picture.

V. THE UNCERTAIN RESERVES:

THE CALIFORNIA STATE LIBRARY

This study did not analyze the internal organization and management of the State Library. The general impression gained is one of careful planning and close supervision, in the interest of stretching a limited number of staff members and books over an extended range of service commitments.

The present and potential role of the State Library in a statewide library program has been studied. Its strategic place in the plan proposed in this report is outlined in the last chapter. The legal basis of the Library has been reviewed briefly, as has the range of its resources and services. These are reported here, and lead to suggestions for future policies for the planning, extension and consultation activities of the State Library.

LEGAL BASIS OF THE STATE LIBRARY

The California State Library exists under rather detailed state legislation. It is a division within the State Department of Education, which has both an appointed Board of Education and an elected Superintendent of Public Instruction. A third line of relationship is created by the fact that the State Librarian is appointed by the Governor and serves at his pleasure.

In practice policy is established by the State Library functioning as a semiautonomous agency. The State Librarian has developed working relationships with the several parties, which are kept in a kind of delicate balance to obtain authorization for work that needs to be done and to promote concern for the library cause. The existing governmental structure has been made to work.

At the same time, the balance could be endangered by a conflict of view among the several legally and administratively responsible officers and departments. More basic is the possibility that library matters are not given full and fair attention by government if responsibility is dispersed and no large administrative division really pushes for library development. Certainly the evidence in this report indicates that the state level of government has not fully discharged its financial responsibilities in connection with this aspect of the educational system.

In addition to powers and duties relating to maintenance and use of the State Library collection (which legal provisions are not clear nor inclusive of services actually authorized), the agency is empowered to render the following statewide services:

—collect and preserve statistics . . . pertaining to libraries

—establish deposit collections in various parts of the state

—give advisory, consultive and technical assistance with respect to public libraries to librarians and library authorities

—acquire, organize and supply books and other library information and reference materials to supplement the collections of other public libraries in the state

—make studies and surveys of public library needs

—adopt rules and regulations for the allocation of federal funds to public libraries.

For county libraries the law goes beyond these service provisions and grants the State Librarian a degree of authority. "The county free libraries are under the general supervision of the State Librarion" (Education Code Section 27260). There is a State Board of Library Examiners, of which the State Librarian is one of three members, which "shall pass upon the qualifications of persons desiring to become county librarians" (Section 27252). In practice only a limited degree of "supervision" is exercised by the State Librarian, with primary control discharged by the County Boards of Supervisors.

No general advisory or public board exists for State Library activities. There is a Public Library Development Board with responsibility to advise the State Librarian on grants from state funds. The State Librarian stays in close touch with professional interests through the State Library Association and district meetings of librarians, and with the lay public by means of the California Citizens for Better Libraries and various civic and educational groups.

Library legislation in California is restrictive and lacks the flexibility needed in promoting a changing and developing program. Inappropriate details are included, such as an unrealistically low limitation on the salary of the State Librarian. While library legislation cannot be said to be holding back California library development on a broad scale, the law needs careful review in the interest both of updating and of getting to essentials of policy and legal authorization rather than containing uncoordinated details.

FUNCTIONS OF THE STATE LIBRARY

The diverse activities of this agency can be grouped under a half-dozen headings.

Service to government. This is the original and historic purpose. Legislators and administrative officers depend on the State Library for background materials, reference information and specific legal and legislative reference service.

Maintenance of collections. As resources grew over the years, and strength developed in some fields, the maintenance of collections has become a function in its own right. Notable holdings now exist in law, government publications and Californiana. Material is acquired widely in subject fields. The collection of books and bound periodicals numbers 681,598, and 2,855 current magazine and newspaper subscriptions are maintained. The collection has now taken on specialized and research strength. Acquisition and selection policies have been developed for the state collection. California lacks a plan for the statewide development of specialized library resources.

Service to the general public. Individuals outside of government and in the Sacramento postal zone may and do use the resources of the State Library in person, both for reference and circulation. Because the State Library's responsibility is statewide, collection, staff and hours are not planned specifically for the general public. A positive program is maintained for service to individual blind readers, for whom the State Library serves as an official regional unit and to whom almost 200,000 Braille and talking books are distributed each year. The Sutro Library in San Francisco provides historical and genealogical material not only for reference but also for direct loan to researchers living in San Francisco and interlibrary loan to other libraries.

Indirect service through other libraries. This takes the form of interlibrary loans and information from the union catalog. Because the State Library's responsibility is statewide, interlibrary loan and Union Catalog use is of primary importance. (See Chapter VI for each of these).

Information and statistical services. The State Library collects and issues annual statistics about public, college and university libraries, along with descriptions of other libraries. This is done on an unusually thorough and analytical level. In addition, libraries and officials naturally turn to the State Library for information about library developments. *News Notes of California Libraries*, a substantial journal, is issued quarterly to disseminate professional information, and other means of periodical communication are maintained.

Fiscal agency for state and federal aid. By law the State Library handles the dispersal of federal and state funds to local libraries. Regulations and standards must be devised for the purpose, and decisions made on applications submitted (with the advice of the Library Development Board in the case of state funds). Fiscal accounting is also required. The basis for financial aid, resting as it does on maintenance of standards and upon selection among applicants for aid, rather than on automatic distribution to all libraries by formula, inevitably involves the State Library in a degree of direct influence on local library development. The policy followed is that of using federal money to stimulate and nurture needed projects for an initial period, but to avoid long-range commitments, so that the greatest statewide return can be obtained from limited funds; projects supported, whether the North Bay Cooperative Library System out in the State, or the Processing Center within the State Library, are expected in due time to develop their own financing.

Library consultant services. A staff of sixteen is maintained to aid the development of libraries over the state, eleven being professional positions and eight of the eleven are library consultant positions.

Consultation is given by visits to individual libraries, group conferences with librarians and government officials, and correspondence. About one-half the libraries in the state are visited each year, which means about 50 percent performance according to the national standard for field visits.[1] On request studies of individual libraries in some depth are prepared. Formal in-service training is carried out, particularly in the form of workshops. While the number of visits has not met the statistical standard, there is evidence of depth of field work, a policy that has much to commend it.

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[1] Survey and Standards Committee of the American Association of State Libraries, American Library Association. *Standards for Library Functions at the State Level.* American Library Association, 1963, p. 20.

The Library in June, 1965, had a staff of 156 to carry out these several functions. Twelve of these are engaged in the self-supporting Processing Center, which orders, catalogs and processes acquisitions for 21 county and municipal libraries. The distribution of staff among major activities and levels of work is shown in Table 36.

Table 36

Staff of California State Library, June 1965

Activity	*Professional Staff*	*Total Staff*
Administration	2	8
Reader Services	26	67¾
Technical Services	8	57
Consultant Services	11	16
Law Library	3	7¼
	50	156

In visits by the survey staff to over one hundred libraries, attention was given to local opinion and reaction to state services. With relatively few exceptions, the response was positive. There was some comment that the State Library did not supply as many interlibrary loan requests made as it should, or that cataloged books were slow in arriving from the Processing Center, or that consultant visits sometimes were routine rather than helpful, but almost always given in a context which showed basic appreciation for the role of the State Library and understanding that its resources are not unlimited. In the very large libraries the sense of working relationship was based not so much on services as such—the strongest libraries do not need the present consultant service nor a large volume of interlibrary loans—but more on joint planning and development of libraries in which state staff engaged; the California State Library and the heads of the larger libraries do work together, so that this state library unit is not just an agency for the small and remote libraries. There was a little undercurrent in libraries of various sizes of feeling of isolation from the State Library, of distance from key personnel, and of lack of understanding of just how the state policies, regulations and policies are determined.

THE STATE LIBRARY AND STATEWIDE LIBRARY DEVELOPMENT

Extension and improvement of library service over the State has been an objective of the State Library for over half a century. Early effort was directed at the establishment of local libraries, "extension" of service in a literal sense. A notable early feature of the California program was the promotion of county libraries. This unit brought outlets to a majority of residents well before this goal was achieved in many other states. Also at an early stage the "backstop" functions of the State Library were established, by means of the union catalog and interlibrary loan.

In a sense California had a statewide system by the nineteen-twenties. The pattern then remained stable for a quarter-century, while effort was directed toward making it work.

We have seen, however, that the county units did not make for quality service in many instances. A considerable number of small city libraries also entered the picture and made for distinctly uneven local provision. In time the backstop facilities of the State Library were hard pressed to bolster the weaknesses in the service pattern over the State. And with the post-war population boom, the whole structure has been strained further.

After the county and city base was established, extension activity stressed the helping hand to libraries struggling to improve resources. Consultants moved out, usually on invitation, as serious problems occurred. Remaining time was given to nurturing the flock and prodding the stragglers. Rather than developing the new, attention was given to treating weaknesses in the old.

More recently the consultant work has stressed cooperative and joint activity among libraries as a means of advancement. Library systems have been promoted. When federal aid came in 1957 and state aid finally was achieved in 1963, both were used toward the same ends. These efforts can now be seen as a search over the last decade or so for a new pattern.

The State Librarian and staff worked with the California Library Association in this search. Standards for public library service were adopted in 1953; a Governor's Commission report on libraries appeared in 1958; a Master Plan was developed in 1962. The workshop and in-service training activity have been part of the same effort. Intensive studies of individual libraries by state consultants have sought to fit agencies into the emerging structure.

The result has not yet been a clear and definite statewide program. Advances have occurred, but they have been sporadic. Yet by and large the library forces of the state have moved together, with the State Library as an integral factor. Momentum has increased under the stimulus of federal and state money in the last several years. There is now a readiness for a joint program on a larger scale.

A comprehensive plan is needed, and the State Library has again taken the initiative with the present study. But more than a formal plan is needed. Even more than in the past the State Library must lead the way, because next steps are beyond the scope of single libraries.

The State Library has been sorely strained to keep up the search for new paths and for a structure of library service equal to the emerging California, while at the same time holding together the pattern of the past and seeking to meet increased service demands coming both from more people and from more intensive use of resources. The State Library is likely to have an increasing role thrust upon it in whatever plan of development is adopted. Unless its program can be strengthened, any plan will falter.

Additions to staff are needed, but this alone will not enable the State Library to meet the challenge and demands of these next years. There must also be a re-direction of effort, looking toward the new rather than back to the old. This should take at least five related directions.

1. *Concentration of effort.* The present library program in California has many shortcomings, as we have seen, but it is unlikely that they will be corrected or materially changed by increasing the number of brief consultant visits or cutting down some on time for interlibrary loans, useful as such improvements would be. Effort should be focused more on developing the emerging statewide structure. In the past the "span of attention" of the State Library has been some two hundred local libraries; for real impact this

should be reduced over the next few years to no more than a dozen regional units, with influence working through these units down to the local agency. This will mean some unfilled calls for help, and an interim sense of uncertainty on the part of some libraries. But California has become too populous, and the demands for library resources too intensive, to depend essentially on service units in Sacramento dealing with several hundred libraries. An intermediate regional structure must come into existence, to handle in decentralized areas what the State Library has tried to handle for the whole state in the past. The California State Library would then move up to a coordinating and specialized service function which only it can perform. This is not a reversal of trends in the State Library program, but rather a clarification and intensification of developments already under way.

2. *Exercise of leadership.* There has been a paradox in the State Library program. In part it has been a service agency, waiting to help local libraries. In part it has influenced the direction of library development, in county libraries, in establishing the union catalog and interlibrary loan, in promoting library systems. This exercise of leadership has not meant control or dictation of local libraries; the clear local authority in the law would prevent this, as would local government officials and local librarians themselves. But someone has got to guide the many libraries toward joint action, and some staff must devote time and energy to this intricate development. The field visits showed that libraries do not feel that they are in the position of resisting state pressures but on the contrary are looking for state influence that is not always forthcoming. The test of the State Librarian in the past was how this officer could promote local library improvement without appearing to do so; the test in the future is whether he can forthrightly exercise leadership and influence based on the support and participation of localities.
3. *Specialized consultant staff.* In the past consultants have been experienced, professional librarians who went out to libraries lacking this kind of direction. They offered the planning, the viewpoint, the judgment which should have been available locally. As California libraries affiliate more into strong regional systems, this level of guidance will come from within the system, and will in fact be one of its significant features. To be specific, the kind of guidance which the Sebastopol Public Library in the north formerly sought from the State Library is now being obtained on a more intensive scale from within the North Bay Cooperative Library System—the help formerly needed by the Carlsbad Public Library in the south will increasingly come from within the emerging Serra Cooperative Library System. The consultant service should move up in level, so that it is useful to and sought after by large systems and large city libraries. To do so the service must offer specialized competence and experience in aspects of library planning not likely to be present in even large libraries. Examples would be a building specialist or a personnel expert. Consultants might be called in for an interim period for aspects of library service under current development, such as programs for the underprivileged or for pre-school children. The State should provide a preeminent person in automation

of library records and catalogs. The level of specialist should be such that strong, well-administered libraries would turn to them as guides to further progress. The change to specialists on the consultant staff need not be abrupt, but will grow naturally as general consultants concentrate their efforts more and more on larger library systems.

4. *Research into library problems.* Research naturally supplements a more specialized field staff. In fact, empirical research must stand behind the new library agents (even as research stood behind the effective agricultural agents in the past) if they are to cope with the new situations that will confront them. California will find itself a pioneer in library developments, if a sound statewide program is supported. New questions and unique opportunities will arise that require basic investigation. Specialized consultants should themselves have capacity for applied research. But more of the necessary investigation might well be done in universities, working on contract with the State Library, and calling not only on the library faculty but on the whole institution for the purpose. To give but a few examples, empirical investigation is needed of access to libraries under the special conditions of California's metropolitan concentrations, and on the cost of new forms of information distribution to very remote communities, and—to shift to a different type of research—into the extent to which the demand for materials on the fine arts has developed in the general population and the contribution that libraries can make to this.
5. *Coordination among types of libraries.* The State Library has been essentially a public-library agency. But increasingly people are using whatever type of library will serve their need, and sometimes several types of libraries to meet the same need. The public libraries developed early and had no immediate institutional structure on which to depend. It was natural for the State Library to reach out to help them. As academic and school libraries appeared, they naturally functioned within the school, the college and the university. In an earlier period, when library resources were not used as intensively, each could serve distinct needs and clientele. Today these distinctions are arbitrary and artificial, and reflect the history of library organization more than the realities of library use. Demands upon the State Library itself can be used to illustrate the current trend: while the major share of time goes to public libraries, colleges and universities find increasing value in its growing research resources, and many specific requests for interlibrary loan even from public libraries originate from students doing school work. The several types of libraries should continue to develop, and in fact the small consultant office for school libraries in the State Department of Education should be expanded. But future library planning must cut across the organizational distinctions. Total growth of resources must be among kinds of libraries, to meet the requirements of students, of specialists, of business and government. Some coordinating agency must give attention to the total need. If a university or some other government department is prepared to do the job, well and good, but the State Library is the logical candidate, and in the interest of education the job must be done. This does not mean control or supervision but simply a locus or seat of responsibility for drawing attention to the need for coordinated state-

wide library development. The State Library is after all the library of the state. Even as this agency has an obligation to seek to do for California what individual public libraries cannot do alone, so it has an opportunity to contribute significantly to library development which is not confined to a single type of library.

FINANCIAL SUPPORT

In the latter half of the 1950's, the appropriation for the State Library showed modest but regular increases from year to year. Income from tax sources moved up from $504,246 for 1954–55 to $1,018,761 for 1961–62, thus doubling in the seven-year period.

Federal aid began in 1957–58, with the money being used primarily for special projects out in the state, designed to initiate and demonstrate new forms of library organization and service. By the beginning of the present decade these efforts began to catch hold in the shape of established systems and on-going cooperative ventures. In 1964–65 the federal funds were increased, extended to urban as well as rural areas, and included building construction as well as service. In the same year state aid to California libraries was instituted on a token basis, and was used both to get additional library systems established and to stimulate intensive planning in various parts of the state. The details of these endeavors are given in the following chapter.

The essential point at this stage is to note that the federal funds were legally and properly used not for regular, permanent activities of the State Library but for new projects out in the state. These funds did not add to or relieve the regular state budget—on the contrary, the load upon the basic service organization was augmented.

During these same half-dozen years in which federal funds took effect and in which state aid appeared, the continuing demands on the State Library were also increasing. These have been the years of rapid educational and technological growth in California. More books, more specialized materials, more time of experienced professional staff were required to meet demands. A few statistics will serve to document the increase. Number of titles cataloged rose from 4,474 in 1959–60 to 8,400 in 1963–64. In one year there was a 30 percent increase in number of information and reference transactions handled by the Administrative-Legislative Reference Section. Clearly demand on the State Library has been mounting from within government as well as from the citizens at large.

How has the appropriation for the State Library fared during these critical years, when California experienced unprecedented prosperity and needs for library service spiraled? The figures are given in Table 37, up through the approved budget for the 1965–66 year.

Table 37

Appropriation for State Library in Last Five Years

Budget Year	*State Appropriation*
1961–62	$1,018,761
1962–63	1,073,998
1963–64	1,159,321
1964–65	1,237,033
1965–66	1,247,475

It is not an exaggeration to say that there has been no increase in purchasing power of the State Library over these critical years. Support of the California State Library is on a plateau. The small increases have barely kept up with normal salary increments and the rising unit cost of books. Indeed, the plateau actually begins to fall off with the 1965–66 appropriation. The $10,000 overall increase will be more than absorbed by scheduled salary increments, so that there is some $40,000 *less* for operating expenses this coming year than in the previous year.

In the face of this situation there has been a five-year struggle to hold the program of the State Library together. The basic structure has thus far been preserved, but corners had to be cut, staff time stretched, work put aside. Currently the shortage of funds is starting to reach into the services of the Library. Here are a few examples:

—Restricted services to state correctional institutions

—Curtailed advisory services of Law Librarian to county law libraries

—Limited reference services because of inadequate book resources

—Reduced making of indexes to specialized materials and collections, for which State Library has long been famous

—Listing of California state government publications, used by other libraries, officials and the general public is far behind

—Backlog of current books not cataloged is constantly growing; thousands of older books and other materials are uncataloged or must be re-cataloged.

Because this study did not include a detailed internal analysis of the State Library, an exact budget figure cannot be recommended. It is possible that detailed analysis would reveal operations where economies could be instituted, but it would be a vain hope to expect substantial savings by this means because the agency is closely administered. Mechanical devices might be of help at certain points, although this would call for considerable original investment; the Library is currently commissioning a study on automation. It can be stated that the operating budget of the State Library should be close to $2,000,000 at the present time (separate from federal-aid and state-aid monies) and should reach $3,000,000 (separate from research and scholarship funds) in the next 5–6 years if this agency is fully to carry its proper role in the life of California.

The objective observer can only stand in wonder before this great state neglecting its libraries. California participates on a large scale in maintaining schools. It is developing a foremost program of higher education. Yet the State Library is threatened. When the Legislature passed its first library-aid bill a year ago it actually put a 2 percent limit on the portion of local library appropriations that could be authorized by the state. Where in the world would one get such a minuscule figure, and how can it possibly be justified? Within a year it was recognized as an unrealistic figure by the Legislature, which has now decided to inch up the percentage by 2 percent a year to a maximum of 10 percent. The one state with comparable population, New York, already appropriates over $10,000,000 of state aid to local library systems annually, approximately 18 percent of the total, and is actively considering a sizable additional investment in specialized and research library services.

The observer can only conclude that state legislators and state authorities in California do not believe in books, reading, and the well-informed and continuously self-educated citizen—or if they do see value in reading and printed information, they feel that the person who gains education by this means rather than in the classroom is somehow less deserving and that the program for him should get no more than token financial support from the state.

VI. REGROUPING OF FORCES: TOWARD A STATEWIDE PUBLIC LIBRARY PROGRAM

The day of the self-sufficient public library has long since passed, if it ever existed. This has been recognized by at least some California librarians. As a result, there has recently been a spurt of joint and cooperative efforts which might be thought of as preliminary skirmishes in a statewide battle for library improvement which must now be fought and won. The forerunners of these efforts go back at least as far as the establishment of the union catalog in the State Library in 1909 and they continue up through the recent legal organization of inter-county library systems.

To provide a sense of the momentum which has gathered, there will be reviewed here a half-dozen of the more important developments. This starts with the union catalog and the interlibrary loan program organized around the State Library. Film circuits, reciprocal borrowing agreements and centralized processing are reviewed as examples of cooperative effort extending back for at least a few years. Attention is then given to the quite recent development of organized interlibrary planning activities and the creation of several new library systems.

CALIFORNIA UNION CATALOG

This is one of the earliest statewide and regional catalogs made in the United States. It started in 1909 as a union list of serials in California libraries, and then developed into a catalog of books as county libraries were established. Today it receives main entry cards from 47 county libraries, 14 larger municipal libraries, 3 university libraries, a small number of special collections in California, and scattered university libraries outside the state.

An analysis of cards received in 1963 provides a representative picture of acquisitions to this central index:

135,000 cards received in 1963
16,388 titles added to catalog listings
Includes titles in 47 languages
More than 10 locations for approximately 20 percent of titles
Two to 10 locations for 35 percent of titles
One location only for 46 percent of titles.

These figures indicate that substantial annual additions are made to the union catalog, but at the same time these additions fall well short of total coverage of publications issued. It is interesting to note that one public library, the Los Angeles Public Library, adds approximately as many titles to its collections per year as are recorded in the California union catalog. While no detailed breakdown was made of these new title recordings, evidently about one-half the titles issued in a given year find their way into the union catalog, plus a decidedly smaller percentage of the non-book corporate and research reports which are printed.

When material requested on interlibrary loan cannot be furnished from the State Library collection, the union catalog is consulted to get outside locations.

Approximately 30,000 searches of this kind are made of the union catalog annually. In a sample period in October 1964, the union catalog provided locations for 62 percent of requested items not in the state collection. Put the other way around, the union catalog does not provide locations for approximately 10,000 items per year which are requested on interlibrary loan. Relating this to the total number of interlibrary loan requests, the conclusion to be reached is that the union catalog is unable to provide locations for approximately 15 percent of the requests which come to the State Library. A monthly list of unlocated books is then sent to over 100 libraries, with about 70 percent of the titles located by that means, thus narrowing the overall percentage not located to between 4 and 5 percent of the total requests.

Thus, the union catalog serves a significant purpose and at a relatively high level of performance. Pending a basic change in the method of recording publications, such as a national listing in automated form by the Library of Congress, the California catalog appears to be working well. It should be supplemented by a comprehensive bibliographic service, designed in part to pick up where the union catalog leaves off, both for the specific purpose of handling interlibrary loan requests and for the broader purpose of enabling the State Library to function as the coordinating agency for the planned statewide development of specialized library resources.

A question which has been raised is whether the union catalog should be issued in book form and made available at locations through the state. Further investigation, which the State Library has commissioned, is recommended at this time, before a decision is made. The statewide plan proposed later in this report proposes book catalogs within each of the several recommended library systems. Every reader would thus have access to the record of total holdings available to him in his area, which he could obtain either by going in person or through nearby interlibrary loan. The contribution of the union catalog in Sacramento will thus increasingly be one of furnishing location information for highly specialized publications, each of which has infrequent use in any one locality (as distinct from the historic function of recording regular public library holdings). In the future, it should become possible to gain location information rapidly from the union catalog by means of teletype connecting all systems centers with Sacramento, with requests flowing up from localities to systems centers and then on to the State Library. The location function of the union catalog would thus be rapidly available over the state, while the scanning function to see what might be available is not extensively exercised under any circumstances in a catalog of several hundred thousand titles. The technology for large-scale production of this type is in transition and any system adopted in the near future must be studied carefully to minimize the chance that the system will be outmoded a few years later. Existing systems for producing book catalogs have reached a degree of efficiency which justifies their use in recording a moderate number of titles within a library system, but it is not clear that the same conclusion follows for a listing of statewide and inter-state materials. Finally, the prospect of a new and basic national listing by the Library of Congress increases, both because of promising research in the last few years and because of pending federal legislation for a national automated listing of titles published with funds provided under the Higher Education Act.

INTERLIBRARY LOAN FROM THE STATE LIBRARY

As the state collection developed in the early part of the century, along with the union catalog, a program was worked out for the loaning of books from the collection to requesting libraries for brief periods. In this way the larger state resources stood behind the local collections, providing more specialized materials on demand.

This service is now used to the extent of approximately 200,000 requests per year. The sources of the requests by kind of library are shown in Table 38. By policy the State Library no longer accepts requests directly from school libraries, but asks that they be channeled through local public libraries, and this is reflected in the table. Public libraries depend heavily on the service. Academic and special libraries make a more selective use of interlibrary loan from the state. Institutions bulk somewhat larger than expected in the requests, with the largest single group here made up of inquiries from prisoners in penal institutions seeking information relating to the charges or convictions against them. The breakdowns given in Table 38 and in subsequent tables are based upon samplings late in 1964; while the percentage distributions would be close to a complete annual analysis (which does not exist), there may well be a small element of error involved because of the sample period used.

Table 38

Types of Libraries Requesting Interlibrary Loans from State Library

Type of Library	*Percent of Total Requests*
Public Libraries	71.3
Institutions, Prisons, Hospitals	16.9
College and University Libraries	6.8
Special Libraries	4.8
School Libraries	.2

The bulk of the requests are for specific books designated by author and/or title, as shown in Table 39. Actually, the original request in local libraries might involve a larger number of general subject and reference inquiries than shown in the table, because the local libraries in some cases seek to locate the names of appropriate titles before sending requests on to Sacramento. At the same time, it is clear that the bulk of this state-level work is in the provision of titles rather than in reference service as such. The substantive staff time required to handle some 14,000 subject requests per year is significant and is essential to the present program.

Table 39

Types of Interlibrary Loan Requests Received by State Library

Kinds of Requests		*Percent of Total*
Author and/or Title Requests		86.7
Books and Pamphlets	78.4%	
Periodicals, Serials, and Documents	8.3%	
Subject Requests		6.8
Legal Statutes, Codes, Laws, Court Decisions		6.4
Other: Prints, Films, etc.		.1

How well does the State Library perform on the requests coming to it? Table 40 shows that just under one half are filled, and 51.8 percent not filled. The primary reason for unfilled requests is that the title is not held in the state collection. It is at this point that the union catalog is normally consulted, and as previously mentioned, other locations are found for just under two thirds of the unfilled requests.

Table 40

Response to Interlibrary Loan Requests Received by State Library

Response	*Percent of Total*
Requests filled	48.2
Requests not filled	51.8
Of requests not filled	
Not in State Collection	73
Out in Circulation	20
Item does not Circulate	4
Missing; not on shelves	1
Miscellaneous	2

A record kept of the time taken to fill requests at the State Library during the month of December is shown in Table 41. Almost one quarter of the requests are answered within 48 hours, while something under one fifth require more than a week. This evidence alone tells a story of rapid action.

Table 41

Time Interval in Filling Author and Title Interlibrary Loan Requests to State Library

Interval	*Percent of Total*
One or two days	22.6
Three or four days	24.5
Five to seven days	34.6
Eight to fourteen days	14.8
More than fourteen days	3.5

However, the preceding table does not tell the full story. This is a sample of the record of performance within the State Library building. It shows either time required to locate and prepare material for mailing or time required to determine that material is not available and to mail a notice to this effect. It does not include the time for getting the requests to Sacramento and the physical book back to the local library. When one goes out into the field, as shown in Table 42, and gets a sample at the point of service to the reader, it is clear that the wait for interlibrary loan materials is considerably longer. About one fifth reached the reader within a week, another two fifths in the second week, with the remainder taking more than two weeks. One out of five readers had to wait three weeks or more to get the materials requested. These figures are based on a check of 43 libraries in Southern California. The information in Table 42 does not apply solely to the State Library but includes the various libraries from which the Southern California libraries requested material.

Table 42

Time Interval in Filling Interlibrary Loan Requests

(Forty-three Public Libraries in Southern California requesting books from other libraries)

Time from mailing requests to receiving book	*Percent of Total*
1- 2 days	5.1
3- 4 days	3.5
5- 7 days	10.0
8-14 days	42.5
15-21 days	18.5
Over 21 days	20.3

A breakdown of the subject fields of request to the State Library shows the strongest single interest in the social sciences (economics, education, political science, etc.), and in the related field of history. The next greatest interest was in technology and science, and then in literature and art. When the *unfilled* requests are analyzed by subject, the specific areas of psychology and medicine appear at the top of the list with such fields as engineering, agriculture and education also appearing frequently.

Table 43

Subject Distribution of Interlibrary Loan Requests Received by State Library

Subject fields	*Percent of total*
Social Science	20
Technology (applied science)	14
History	13
Literature	10
The Arts	10
Philosophy	8
Biography	6
Pure Science	6
Geography and Travel	5
Religion	4

It is instructive to break down the requests to the State Library from public libraries by the kinds and location of libraries from which they are received. County libraries account for 58 percent of the requests and city libraries for 42 percent. The rate is distinctly higher per capita from the county libraries, reflecting the historical growth of this service as a support particularly for this group.

Table 44

Types of Public Libraries Requesting Interlibrary Loans from State Library

Type of Library		*Percentage of total requests*	*Rate of requests per 10,000 population*
County Libraries		58.2	2.1
City Libraries		41.8	1.4
Serving 100,000 or more	8.3		
Serving 50,000-100,000	12.4		
Serving less than 50,000	21.1		

Shifting to geographic distribution, another variation in use of the state interlibrary loan service is observed. The northern part of the state makes distinctly heavier use of this resource. It would probably be a mistake to assume this is primarily the result of the State Library itself being located in the north, because the further breakdown of rate of requests in Table 45 shows that the Bay Area, for example, also makes a relatively low rate of demand. The lowest rate of requests is from Southern California. One reason which probably accounts for this difference is that the total number of requests is smaller when libraries have relatively strong collections, as occurs in the metropolitan centers, and libraries in these centers tend more to turn to other nearby libraries rather than to the State Library. A second factor is indicated in Table 46 which shows that agencies in the southern part of the state are just about as likely to turn to another library as to send a request directly to Sacramento.

Table 45

Rate of Public Library Interlibrary Loan Requests by California Regions

(Number of requests per 10,000 population)

State Average	2.8
Northern Counties	4.9
North Central Counties	3.5
San Joaquin Valley	2.1
Greater Bay Area	2.1
Southern California	1.1

Table 46

Interlibrary Loan Requests from 43 Southern California Libraries

Action on requests		*Percent of total*
Filled		64.0
By State	32.6	
By other libraries	31.4	
Not filled		36.0

Mutual help between libraries by means of exchange of materials for interlibrary loan purposes has undoubtedly been a significant aid to library service in the state. In particular the State Library has played a central role in this operation. At the same time, it must be recognized that enough requests are not filled to be a cause for concern, and for others a time delay enters the picture which in some cases reduces the usefulness of material when received.

The State Library has been seeking to handle requests ranging all the way from relatively popular and available material, which happens not to be in one of the smaller local libraries in the state, on up to unique material. Because of this load, which limits the percentage of requests that the library is able to fill, there was evidence both in the statistics and in the field visits that a certain number of local libraries think twice before sending requests to Sacramento and sometimes scatter their requests around among sources in their own region where they hope or guess that the needed material may be held. A related reason for scattering requests is to avoid making pleas for help repeatedly from one source—a spreading of requests for aid around among more than one rich uncle. Thus an element of gamble enters into what should be a planned and orderly process and a service to which requesting libraries have a right. Given both the present demand and the increasing future demand for specialized materials, California must be said to have only *part* of a program of interlibrary loan.

The last section of this report recommends that a structure of service be established in California which will provide for handling most interlibrary loan requests for basic subject materials within regional library systems. Each of the metropolitan areas would have in addition a center for specialized and research materials to meet the extra heavy demands of these urban concentrations. The State Library would still be called upon to provide interlibrary loans, but increasingly for quite specialized materials unique to its collection. Also at this advanced level, the State Library would continue to serve as a bibliographic and location center for the whole state, drawing upon its union catalog for the purpose.

NEWER FORMS OF COOPERATION: FILM CIRCUITS, RECIPROCAL BORROWING AGREEMENTS, CENTRALIZED PROCESSING

During the 1950's various California libraries reached out to joint action among themselves for specific purposes. This was not done in any way in opposition to state library programs, but rather as forms of cooperation which could best be handled among nearby agencies, and in fact these developments were aided and abetted by the state.

Films are a logical form of material for joint action. They exhibit in particularly visible form the problems of acquiring more specialized resources: the unit cost for a film is high and the potential and long-term audience for any given title within a locality is low. It was therefore natural to join hands in providing this special material. One film circuit is maintained in the northern part of the state, with 16 members, including the Washoe County Library in Reno, Nevada. Two circuits exist in the south, with 12 members each, with a third currently in formation. As relatively strong libraries build up their own film resources, they may leave the circuits to be replaced by smaller units.

Members of the circuits pay an annual fee in the range of $600 per year. In time a circuit builds up a group of several hundred films, which are previewed and selected jointly and when selected distributed among the libraries for designated periods by rotation.

The film circuit groups represent official joint legal action among libraries, being organized as legal entities under the Joint Exercise of Powers Act, with circuit members acting as commisisoners. This same flexible provision in California law permits other forms of joint action.

Public libraries existing side by side have increasingly recognized that their own readers could get access to a greater range of resources if they could also use nearby libraries, with the libraries and readers of the other locality enjoying the same privileges. Also, for some individuals the library in an adjacent community may actually be more convenient for him to use, because of his travel, work, or shopping habits.

Arrangements for reciprocal use of resources have cropped up in various locations in California. Some of these are formal in nature and based on definite contracts, but others are as simple as a joint policy of not turning away readers who come into the agency. Reciprocal use within the building has existed for a long time, but increasingly is being extended to reciprocal borrowing. Reciprocity is one of the conditions under which state aid is granted to library systems.

In some cases records are kept to determine whether one or another library carries an undue portion of the load. The library which gets the greater demand may then be paid so much per circulation as compensation, a figure which turns up in several agreements as being 25 cents for each item of net imbalance. In other cases no effort is made to keep records, and the prevailing attitude is that a reasonable degree of mutual benefit clearly exists, and it is not worth the effort to determine whether relatively modest payments need to be made to one or another party. Granting the desirability of flexibility of attitude in this matter of payments balance, a full plan of reciprocity for circulation should give attention in some form to adequate compensation for libraries which carry an extra heavy load. If this is not provided for, potential reciprocal borrowing groupings will not come into existence and others will encounter difficulty after a period when certain libraries feel put upon. Lack of clear agreements can lead to trouble, if and as specific controversies arise.

Still another reaching out for joint action is in the form of centralized processing and cataloging of materials. Some libraries recognize that there is duplication of effort in having separate units each catalog the same title. They also see that there are possibilities of more substantial discounts in larger joint orders for books.

Examples here would be the processing center of the Monterey County Library, which does work under contract with the cities of Salinas, Pacific Grove, Carmel, King City, Watsonville and Monterey Peninsula College. Another would be San Mateo County Library which maintains a processing center for contracting libraries. The State Library itself contracts with 21 county and municipal libraries to order, catalog, and process books, and handled 58,000 volumes in this program in 1963–64. In field visits by the surveyors, it was found that there are occasional complaints of lack of promptness on the part of the state service, but when the librarians were questioned as to whether they would prefer to maintain their own processing unit, they were quick to say that they would not contemplate returning to the previous organization.

In only one instance noted, in Monterey County, did an existing processing center include any school or academic libraries. The Monterey group does include one college. There is a possibility here for further steps in coordinated effort at the local level, cutting across the lines between types of libraries. It is conceivable that a processing center for a district could handle school and junior college material as well, and might be able to handle college collections if not too specialized. It is doubtful whether such regional centers would be well qualified to do cataloging for universities. In time computer-controlled centers are quite possible, having comprehensive coverage from which catalogs for different levels of library service can be derived.

These several contrasting activities—film circuits, reciprocal borrowing privileges, centralized cataloging—exemplify the growing movement for coordinated effort among California libraries. They also exhibit the scattered and sporadic nature of much of the effort to date, leaving a considerable number of libraries on the outside looking in. Now there comes into the picture more planned and systematic development.

PLANNING AND STUDY GRANTS

The burgeoning interest in cooperation and joint action among public libraries was brought to a focus with the passing of the Public Library Development Act of 1963. This provided state funds for groups of libraries to plan together for coordinated programs of service.

Sixteen grants were made during 1963–64, including seventy-four individual libraries, and another to two libraries in 1964–65. An additional grant was made from federal funds in 1965 for an exploratory study involving seventeen libraries in the northern part of the state. The planning and study areas are listed below and are shown distributed over the state in Figure 8. More than one grant was made within some of the designated areas, and in others not all libraries participated in the planning.

California Library Planning Grant Areas

Northern California
Mother Lode: El Dorado and Placer Counties
Sacramento City and County
East Bay Group
San Mateo County
Santa Clara County
San Joaquin Valley
Black Gold Group
Four County Study in Southern California
San Gabriel Valley
Pomona Area
Whittier Area
Orange County
San Bernardino County
San Diego County

The planning grants were handled in different ways. In some cases a single library surveyor was designated, in others teams of library surveyors, in still others combinations of librarians and specialists in other fields, and in several instances the study was conducted by outside planning and management firms. Many have resulted in formal reports, and these are listed in the bibliography attached to this report.[1]

When the various planning areas are combined with those which have recently established systems (see Figure 9), and these in turn with previously existing systems, it will be seen that a substantial patchwork of coordinated service has sprouted in California.

At the same time, it must be pointed out that these planning efforts toward coordination were in a sense themselves uncoordinated. Some areas have no planning groups. Others have several dealing with the same area. A few libraries

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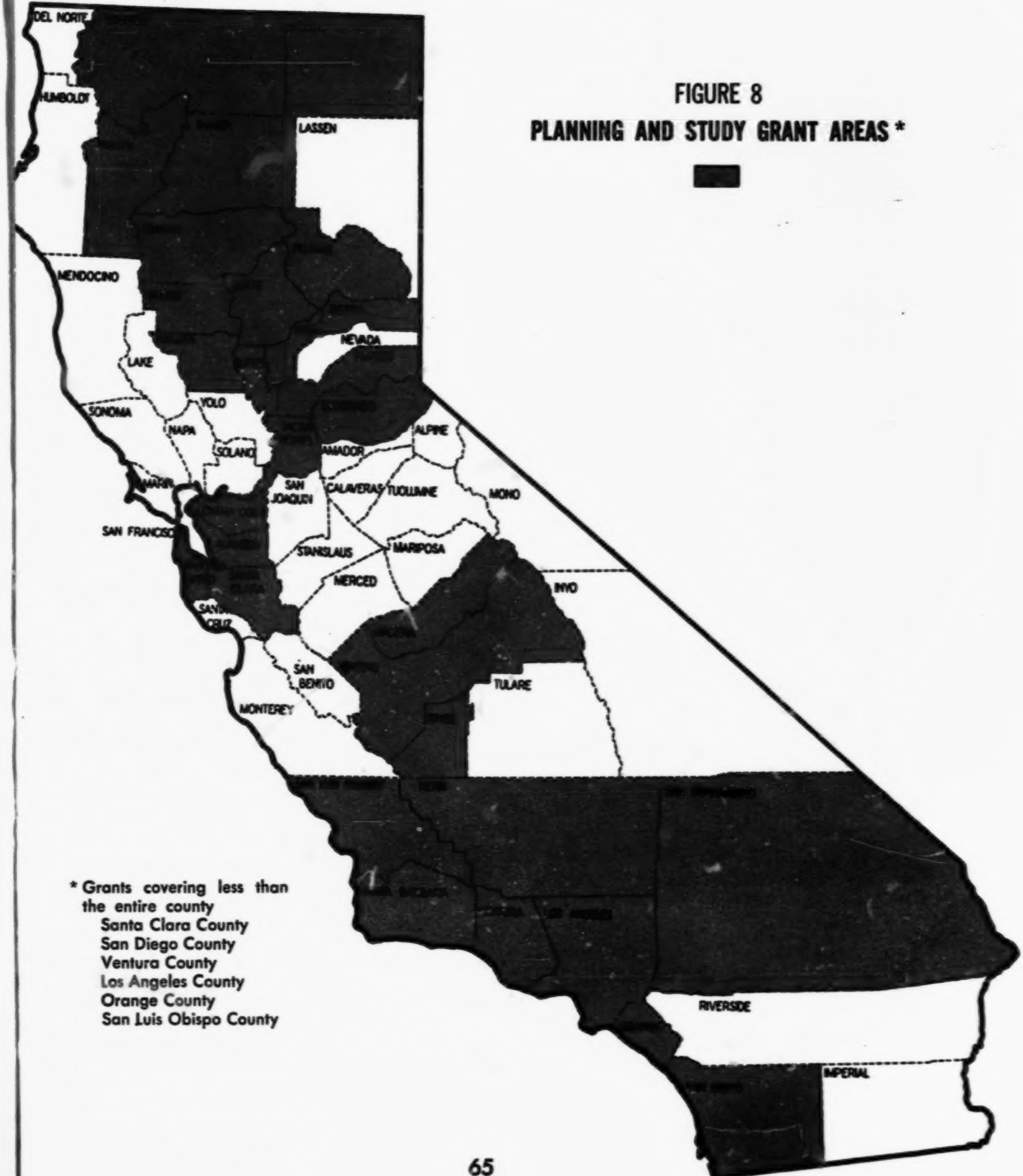
[1] For further description of recent planning activity, see Barbara L. Wynn, "The Public Library Development Act in Review," *California Librarian*, April, 1965, pp. 82–88.

FIGURE 8
PLANNING AND STUDY GRANT AREAS *

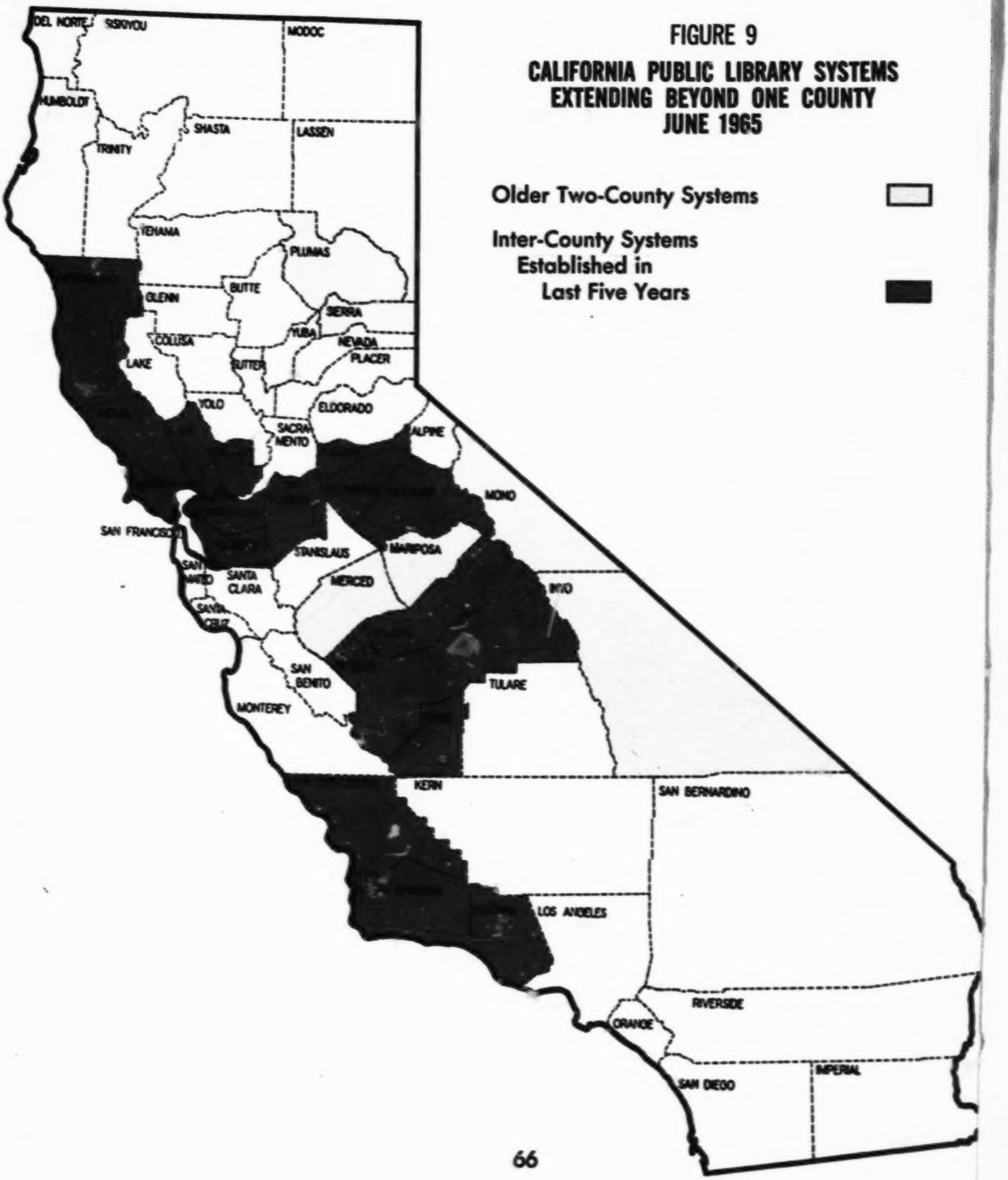
■


DEL NORTE
HUMBOLDT
LASSEN
MENDOCINO
LAKE
NEVADA
SONOMA
YOLO
NAPA
SOLANO
MARIN
ALPINE
AMADOR
SAN FRANCISCO
SAN JOAQUIN
CALAVERAS
TUOLUMNE
MONO
STANISLAUS
MARIPOSA
MERCED
INYO
SANTA CLARA
SANTA CRUZ
SAN BENITO
TULARE
MONTEREY
RIVERSIDE
IMPERIAL

* Grants covering less than the entire county
Santa Clara County
San Diego County
Ventura County
Los Angeles County
Orange County
San Luis Obispo County

FIGURE 9

CALIFORNIA PUBLIC LIBRARY SYSTEMS EXTENDING BEYOND ONE COUNTY JUNE 1965



DEL NORTE
SISKIYOU
MODOC
HUMBOLDT
SHASTA
LASSEN
TRINITY
TEHAMA
PLUMAS
GLENN
BUTTE
SIERRA
COLUSA
YUBA
NEVADA
PLACER
LAKE
SUTTER
YOLO
ELDORADO
SACRA MENTO
ALPINE
MONO
SAN FRANCISCO
STANISLAUS
MARIPOSA
SAN MATEO
SANTA CLARA
MERCED
INYO
SANTA CRUZ
SAN BENITO
TULARE
MONTEREY
KERN
SAN BERNARDINO
LOS ANGELES
RIVERSIDE
ORANGE
SAN DIEGO
IMPERIAL

Older Two-County Systems □

Inter-County Systems Established in Last Five Years ■

are in more than one planning group. The size and shape and relationship of the various planning units was to a considerable extent a natural outgrowth of localized effort without the guidance of a general plan.

All of this does not mean that the planning activity has been detrimental. On the contrary, it has given librarians further experience in working together and several promising plans have been formulated. It should be possible to fit this rich development into a total overall pattern.

RECENTLY-FORMED LIBRARY SYSTEMS

The culmination thus far of the cooperative movement among California public libraries is the formation of several interlibrary systems. These are to be distinguished from the older two-county libraries by several characteristics: each involves several rather than only two libraries (with the exception of Alameda-Contra Costa which serves various communities in parts of two populous counties), each has one or more relatively strong libraries as a nucleus, and each serves a half-million or more people. Most important is that they are dynamic, reaching out for new methods and new opportunities, rather than resting in an established mold.

In the interest of clarity in understanding library systems, it is also useful to note that certain of the activities of such interlibrary organizations are *reader* oriented while others are *library* oriented. Cooperative plans among libraries serve two different although related functions:

1. The system for *readers*—what the individual can get directly as a library user, such as:

    A strong central reference and reading collection and staff which he has the right to use directly.

    Reciprocal borrowing privileges which permit him to use any library within an area.

2. The system for *libraries*—what libraries can do together and for each other, such as:

    Cooperative selection
    Centralized cataloging
    Interlibrary loans.

A complete library system serves both functions. But it is worth keeping the two in mind because each affects planning in a different way. One set of distance factors apply to reader centers—essentially how far the individual reader will drive to get library service. Another set apply to library centers—the distance over which an organization can be held together and over which information can be transmitted rapidly and economically. The optimum reader distance is considerably less than the optimum library distance. As a result, in a complete plan there are likely to be more reader centers than library centers. From the standpoint of communication among libraries and librarians, California could well be covered by ten or even fewer systems. From the standpoint of readers getting personally to strong points of library service, California will need forty or more reader centers.

Against this background, three of the new California units are briefly described here. Others appearing recently are the Alameda-Contra Costa Cooperative Library System, built by contract which provides Alameda County with the services of the Director of the Contra Costa Library and also with selection, ordering, cataloging, and processing of books; the extension of the services of the Stockton-San Joaquin Librarian to three nearby counties; and the Santa Clara Valley System, which does not extend beyond county lines and involves only a county library and one independent library within the county. The state has just approved an establishment grant to the Serra Cooperative Library System composed of the city libraries of San Diego, National City, Carlsbad and Oceanside (not shown on Figure 9 because this system was still in process of formation in June, 1965).

North Bay Cooperative Library System. Established in 1960 as a demonstration project with federal funds. Became separate public agency under Joint Exercise of Powers Act in 1964. Fifteen members, which together form governing council. Systems staff provides selection and consultation. One library handles centralized processing, another storage, another central reference service (with teletype communication). Several reference centers being established. Central building space being planned. Major portion of funds have come from federal and state sources. Financial future still to be determined. No direct relation with San Francisco Public Library or other large public libraries in Bay area. Enthusiasm high among member librarians. System serves 564,000 people.

San Joaquin Valley Library System. Established 1964. Grew out of demonstration program of centralized reference service (not all members of information service have joined system). Four member libraries serve 488,000 people. One large unit (Fresno County Library) and three small units. Centralized processing service started. Teletype communication. Interavailability of materials and delivery service. Full program has developed rapidly.

Black Gold Cooperative Library System. Established 1964. Seven libraries serving 491,000 people. Has moved rapidly through planning, establishment, operation stages. Centralized production of book catalog. Union list of periodicals, film circuit. Planning reference and reader centers. Another dedicated and enthusiastic group (although Kern County, part of original group, has not received governmental approval for participation, and Santa Barbara has expressed concern about delay in getting processed books from center).

In general the emerging California systems show up well on the checklist of elements of complete larger library units.[2] While they do not have every element, they do provide many and are planning for more. As examples of locally-organized joint programs among mixed groups of city and county libraries, the California systems are distinctive in the United States.

Over and above the tangible structural factors are the intangibles of attitude, flexibility and leadership. The California systems have moved rapidly beyond talking and planning to action. Members are imbued with the concept of cooperation, which makes not only for willingness to try new ventures, but also helps to carry them over the inevitable working problems which arise when these ventures are put into operation. Leadership for coordinated effort has come forth from within local libraries.

At the same time, it is worth noting certain pitfalls that larger library units have encountered in the United States and that have often led to disappointment:

1. The combination of two or more weak libraries does not by some magic make a strong library.

   The older two-county libraries in California demonstrate this point.

2. A system is handicapped if it lacks a strong central or city library.

   The North Bay Cooperative and Black Gold library systems will increasingly feel this lack.

3. Systems which are too small cannot make efficient and economical use of new-style communication and automation technology.

   Several of the California systems may well fall in this category.

4. Duplication of effort and overlapping can occur among systems even as among individual libraries.

   The relation between a large Los Angeles area system and the smaller proposed Orange County and San Gabriel Valley systems raises this point.

5. Gaps can appear between systems which create "orphans" who find themselves with nowhere to turn to gain systems strength.

   Examples in California would be Kern and Tulare Counties standing alone between the Black Gold and San Joaquin Valley systems, or the Humboldt-Del Norte county area up the coast from the North Bay Cooperative system, or counties standing between the Stockton-San Joaquin complex and the San Joaquin Cooperative System.

There has not been enough experience to show how well the California cooperative enterprises will "wear." The real test comes after the honeymoon. In the case of the North Bay Cooperative System, a lasting quality should result from the recent formation of a legal entity under the Joint Exercise of Powers Act, providing institutional features to help hold the organization together after the first flush of joint enterprise fades. The other systems rest upon a looser contractual structure.

Federal and/or state funds have enabled each of the recent systems to get started. Part of the money has been in the form of federal demonstration funds, which are granted only for a period, and part in the form of state establishment grants, which are non-recurring. The financial test is also still to come. Ways and means are being explored for drawing on local money, but the existing load on the local property tax means that there is a relatively low ceiling on how much can be transferred from local budgets to systems. Present state-aid funds are hardly enough to carry initial programs, much less to support expansion and growing demands on the systems. The future depends on whether the state investment in library service cutting across local boundaries will be increased. In these areas the local librarians and local governments have mobilized themselves for efficient and better library service; the hard question is whether the state will do its share in helping to build on this promising beginning.

There remains also the question of how these natural systems will fit into a statewide plan. They have grown where leadership and a cooperative attitude have appeared—and these commodities are not evenly distributed. Even where they appear, their thrust may not result in a completely logical plan. Troublesome gaps have already appeared. It should be noted, as another example, that two of the three systems described are just outside the two largest metropolitan centers in California—San Francisco and Los Angeles—but have no official connection with the centers. It is as though the suburbs have decided to go it alone. Neither of these two has within its membership a really strong library collection, the lack of which will be felt more and more as the systems develop. Recognizing this, the Black Gold group has considered the possibility of a contract with the Los Angeles Public Library for specialized and research service, and North Bay is turning attention to further strengthening its existing strong points.

Very real problems remain for the systems. But they are going enterprises, with a potential for a higher level of library service among and across government jurisdictions than has prevailed in the past. California is well started and gaining speed in developing cooperative public library programs. Now it remains to construct an overall plan that builds on this base and capitalizes on this momentum.

VII. PLAN OF ACTION:

A STATEWIDE PUBLIC LIBRARY PROGRAM IN CALIFORNIA

Despite efforts among California librarians to improve service by cooperative action among themselves, the present provision is not equal to the challenge of this state. By any reasonable standards, library facilities are found wanting.

Taking first local service, in the communities where children and adults live, between 10,000,000 and 11,000,000 Californians lack resources needed in their regular round of work, study and play. This situation will be improved when several recently-formed cooperative library systems get on their feet. Even then almost one half the residents of the state will have distinctly substandard resources in their localities.

Moving up to more extensive subject and specialized resources, Californians are also beyond the reach of adequate research collections. Not all these people need specialized resources, but as business, government and life in general become more complex, more and more readers turn to more and more specialized material. And each successful location and use of such resources adds measurably to the equality and productivity of life in California.

Conditions are right for a surge forward in public-library service in California. All but 74,000 people have local library facilities of some sort. At least one-quarter of the localities have made a minimum acceptable financial effort in support of service (taking this to be at least the equivalent of a 20-cent library tax rate on each $100 of assessed valuation). The State Library administration has managed to hold together the state backstopping service, despite starvation support. Libraries have joined hands for greater efficiency and effectiveness of service, and are prepared to extend cooperation further. The necessary leadership exists in the profession at both the state and local levels.

A program for going forward is outlined here under four headings related to the main shortcomings and needs of the California public-library program:

I. Statewide Library Structure
II. Statewide Service Activities
III. Finance
IV. Personnel

There is nothing radical or revolutionary in the program proposed. It calls essentially for advance along roads that have been explored. It does depend upon a concentration of energies and upon reasonable increases in the financial support of libraries, particularly by the state level of government. The result may not be revolutionary, but if achieved it would represent a coordinated library program distinct in the United States.

The plan proposed here could be achieved in five years, during the time that the population of California passes the 20,000,000 mark. This would provide a sound foundation for the 1970's, when strong libraries will be needed to enrich the whole range of technological, urbanized and specialized life in California—to say nothing of Johnny and his mother and father, who need adequate libraries simply to realize their full personal potentialities.

I. STATEWIDE LIBRARY STRUCTURE

To be composed of five related levels:

Local community libraries
Reader subject centers
Library systems
Reference and research centers
State Library coordination.

A. *Local community libraries—Level I*

1. To serve the more frequent reading needs of people, such as:
    - a. selected reading for children
    - b. general information sources for adults and students
    - c. basic collections in topics of general community interest, such as child care, arts and crafts, public issues, biography, travel
    - d. recent books for readers of current materials
    - e. selected literature of the ages for cultural readers
2. To be within convenient reach of all California residents:
    - a. 15-20 minutes driving time in metropolitan areas
    - b. 25-30 minutes driving time in other areas

* 3. To serve minimum population of 25,000 people:
- a. smaller libraries to join with or contract for service with an adjacent county library
- b. or provide minimum annual support of $100,000 from local funds

4. To come up to program goals set forth in Chapter III, particularly the following:
    - a. minimum collection of 50,000 volumes
    - b. not less than 2,500 well-selected book titles added annually
    - c. 200 periodical subscriptions
    - d. one staff member for each 2,000 people in service area
    - e. qualified children's librarian for each 10,000 children ages 5 through 13 in the population

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* Local community libraries not serving 25,000 people or not providing $100,000 annually are not to be eligible for state-aid funds even though part of a system. Libraries in rural counties (i.e. population density less than 25 persons per square mile and no center with as many as 25,000 people **) to receive following special consideration:

- a. special equalization aid from the state for low population density as well as for low economic capacity
- b. direct communication contact by teletype or similar means between county library and nearest reader center
- c. full record in the local library of materials available in the center, providing the same contact with this larger collection as a direct user would get by consulting the catalog in the center
- d. imaginative use of booklists and mail-order catalogs to bring information about reading available to remote mountain and desert settlements

** Counties with these conditions are: Alpine, Amador, Calaveras, Colusa, Del Norte, El Dorado, Glenn, Inyo, Lake, Lassen, Madera, Mariposa, Mendocino, Modoc, Mono, Plumas, San Benito, Sierra, Siskiyou, Tehama, Trinity and Tuolumne; together these counties have 346,000 people, 2 percent of the state total.

5. All local community libraries to be members of library systems, as outlined in Section C below.

B. *Reader subject centers—Level II*

1. To provide the resources and services which more advanced and specialized readers cannot expect to find in their immediate community, such as:
   a. extensive reference and bibliographic sources
   b. balanced collection of basic materials in the full range of subjects
   c. subject materials in some depth in topics of general interest
   d. extensive resources in subjects for which there is special demand in a district, such as business, education and specific science and technology fields
   e. high-level reference and bibliographic service from specialized staff
2. To be open to all California library registrants for consultation, reference, study and circulation purposes
3. To be within direct reach of all Californians:
   a. half hour driving time in metropolitan areas
   b. one hour driving time in other areas
4. To be maintained wherever 200,000 or more people live within driving distance (one-half hour) in metropolitan areas, and 150,000 or more people live within driving distance (one hour) in other areas
5. To be built up on existing libraries with some degree of strength, rather than starting new units and building up from scratch
6. To meet these conditions, approximately 40 reader subject centers are needed, with the following locations as logical candidates:

San Diego
Long Beach
Hawthorne Regional Branch of Los Angeles County Library
Santa Monica
San Fernando Valley section of Los Angeles Public Library
Pasadena
Pomona
West Covina Regional Branch of Los Angeles County Library
Whittier
Anaheim
Santa Ana
Lancaster Valley of Los Angeles County Library *
San Bernardino-Riverside
Indio *
El Centro *
Ventura
Santa Barbara
San Luis Obispo
Bakersfield
Visalia
Fresno
Merced
Stockton
Salinas
San Jose
Palo Alto
Redwood City
San Mateo

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* Second priority, probably needed by 1970, as population increases.

Hayward
Oakland
Richmond
Walnut Creek *
Vallejo
Santa Rosa
Ukiah
Eureka
Sacramento
Auburn
Oroville
Redding

7. Interstate compacts to be developed to make reader subject centers available to two border areas:
    a. with Nevada, for access to Reno and Washoe County Library, as center for area extending from Susanville through Quincy and on to the Lake Tahoe area (Reno is the trade and professional center for this area, and its library is a member of the Northern California film circuit).
    b. with Oregon, for access to Klamath Falls and Medford, as centers for northern border area from Yreka to Alturas

8. Reader subject centers to come up to following program goals:

    Materials
    a. 100,000–125,000 book titles,** with at least 40,000–50,000 acquired within past ten years
    b. 7,500–10,000 reference titles in non-circulating collection
    c. Not less than 7,000–10,000 titles currently added per year
    d. 700–1,000 periodical subscriptions, with three-quarters held in back files or on microfilm for ten years or more
    e. 7,000–10,000 sound recordings, with at least 1,500 added per year
    f. At least 500 educational films for use in the area
    g. A substantial selected collection of current government documents, at least 3,000 U.S. and 1,000 California annually (exclusive of routine legislative bills)

    Staff
    a. One staff member for each 2,000 persons in the immediate governmental unit—usually a city—in which the Subject Center Library is located (this staff is for basic library service to the city); if branches are maintained the staff figure per 2,000 persons applies to all local library agencies PLUS
    b. One staff member for each 20,000 persons living outside the city but within 45 minutes driving time from the library

    Physical Facilities
    a. Fifty square feet of building space per 100 persons in city in which library is located (in addition to space in branches and affiliated libraries) PLUS
    b. Five square feet per 100 population living outside the city but within 45 minutes driving time from the library

9. Reader subject centers to be integral parts of library systems (see below), and to function as strong points for direct reader service within systems.

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* Second priority, probably needed by 1970, as population increases.
** Where a range or variation in minimum is given, the higher figure in each case applies to metropolitan areas.

10. If systems are slow to develop in any sections of the state, reader subject centers should still be established by means of state aid directly to designated libraries, so that readers will not have to wait on delayed library or governmental cooperation in order to get access to strong collections for special reference and subject needs.

C. *Library Systems—Level III*

1. Nine cooperative library systems to be built up to cover the state:
   —North Coast
   —East and South Bay Area
   —Northern Mountain Region
   —Northern Sacramento Valley
   —Central Valley
   —Lower San Joaquin Valley
   —Santa Barbara Coast Area
   —Greater Los Angeles Region
   —Greater San Diego Region
2. Nucleus of systems organization already established in five of the nine regions:
   a. North Bay Cooperative System for North Coast Area
   b. Stockton-San Joaquin and contracting libraries for Central Valley
   c. San Joaquin System for Lower San Joaquin Valley
   d. Black Gold System for Santa Barbara Coast Area
   e. Serra System for Greater San Diego Area.
3. Natural centers exist for four other regions:
   a. Redding and Shasta County for Northern Mountain Region
   b. Eastern and lower crescent of San Francisco Bay for East and South Bay Area
   c. Sacramento City and County for Northern Sacramento Valley
   d. Los Angeles and environs for Greater Los Angeles Region
4. Boundaries of regional systems to follow natural orientation and preference of counties—for example:
   a. Humboldt-Del Norte might go either with North Bay or Northern Mountain regions
   b. Inyo-Mono Counties might go either with Reno inter-state region or Greater Los Angeles
   c. Imperial County might go either with Greater San Diego or Greater Los Angeles.
5. Membership in systems to be voluntary:
   a. not all libraries in a region need join before a system is formed
   b. door should be kept open to taking in additional members as system develops.
6. Libraries not members of systems to be ineligible for state financial aid.
7. Systems may be formed and governed by an inter-jurisdictional unit created under the Joint Exercise of Powers Act.

8. Systems should build toward the following seventeeen elements of a complete cooperative program:
   a. legal structure for coordinated action, established either by contract among existing units or by creation of a special purpose governmental agency
   b. policy-making structure which provides each party to the systems agreement a voice in planning development and designing program
   c. unified administration of those joint services mutually agreed upon
   d. one or more strong service points, usually large and established city or county libraries, to provide depth of resources and services for the total system
   e. sources of regular financing from local, state and/or federal funds
   f. agreements for equitable reimbursement of members making a disproportionate contribution to the system
   g. a program of centralized or joint provision of services, such as purchasing, cataloging, processing, list making, publicity, storage
   h. planned joint book selection and building of collections to ensure maximum system-wide return from money spent for materials
   i. planned cooperative acquisition of specialized resources, such as older periodicals, films and government documents
   j. reciprocal use of materials in buildings, so that readers can consult materials in any library in the system
   k. reciprocal loaning of materials, so that readers can borrow materials from any library in the system
   l. frequent delivery service among members, to carry interlibrary loans and to return books to owning libraries
   m. interlibrary loan of materials among members of the system, and provision for photo-duplication of material that cannot be loaned
   n. interlibrary reference service, so that inquiries can be referred rapidly to another agency when they cannot be handled at the point of inquiry
   o. rapid communication facilities linking members together for consultation, referring of reference questions and requesting of interlibrary loans
   p. consultant service by library specialists available to members of the system
   q. means for periodic consultation and exchange of views for mutual help among members.

D. *Reference and research centers—Level IV*

1. Super-libraries needed in the concentrated metropolitan areas of California, San Francisco, Los Angeles, and a third in Sacramento to serve the rapidly developing population, not solely because of large populations but also because of special and technical nature of business and educational enterprise in these centers.
2. To be built up on Los Angeles Public Library and San Francisco Public Library and Sacramento City and County Public libraries
   a. Los Angeles Public Library has relatively strong base for specialized reference and research service

    - b. San Francisco Public Library more limited, although 1965-66 budget now exceeds $3,000,000 with over half million for books and other materials
    - c. Sacramento City and County Libraries are much more limited than the other two. The present movement toward merger will provide a nucleus for expanding services.
- 3. These libraries to move toward following program goals:
    - a. at least 750,000-1,000,000 titles
    - b. 20,000–22,000 titles added per year
    - c. 8,000 periodical and newspaper subscriptions
    - d. 2,000 educational films
    - e. complete depository for state government documents and depository for selected federal documents
    - f. specialized subject librarians in 25-35 fields
- 4. These libraries to serve both individual library users and library *systems* as:
    - a. center for consultation of specialized material
    - b. source of interlibrary loan requests from systems in part of the state in which center is located
    - c. interlibrary reference by rapid communication, the Los Angeles Public Library from some eighteen reader subject centers in Southern California, the San Francisco Public Library from some eleven reader subject centers in the Greater Bay area, and the Sacramento reference and research center from the reader subject centers in the north.
- 5. The three Reference and Research Centers to receive special state grants for serving at this advanced level for the California residents living in these areas.

E. *State Library coordination—Level V*

- 1. Stimulation and guidance of the statewide structure the responsibility of the State Library
    - a. the State Librarian and the Assistant State Librarian to have a properly-organized administrative load, with sufficient middle management help, so that they can give adequate attention to statewide planning and development
    - b. consultant staff to concentrate on building the systems structure, and not disperse energy and attention on the many small libraries in the state
    - c. specialized research and reference staff to build, organize and service the State Library collection
- 2. More specialized consultant staff, in order to deal with matters arising in larger systems, such as efficiency of large-scale operations, personnel programs, building planning, book catalogs, automated processing, and the like
- 3. Continue to use state funds for ongoing programs and federal funds for demonstrations and new ventures and for strengthening the emerging systems structure

4. State Library to serve as statewide reference and research center approaching a university research collection but readily available to the public
5. State Library to be statewide clearing house for interlibrary loan and interlibrary reference requests as these are received from regional reference and research centers in the metropolitan areas and from reader subject centers in other parts of the state
6. Union catalog to be maintained and expanded, and bibliographic service instituted, in support of programs described below
7. State Library to serve as primary link between the statewide public library structure and resources both in other libraries within California and in collections outside the state
8. Statistical, analytical and research service to be maintained, both at State Library and by contract in universities and research centers.

II. STATEWIDE LIBRARY SERVICE ACTIVITIES

The statewide structure previously outlined is not proposed just to have a neat organization. Its purpose is to serve people and to provide books and related materials—in a plan that gets as much return from money spent as possible. A program of service *activities* is to be built into the structure.

A. *Interlibrary Use of Resources*

1. Governmental jurisdictional limitations in use of libraries to be abolished
    a. as among local libraries in an area
    b. in use of reader subject center for an area
    c. in access to Los Angeles Public Library, San Francisco Public Library and Sacramento reference and research centers in metropolitan districts
2. Equitable compensation to be paid to larger libraries carrying an undue balance of use among jurisdictions
    a. by the state to the three large metropolitan research center libraries
    b. by the systems to the 40 reader subject center libraries
    c. by contract and payment between libraries to larger local centers
3. Libraries to work within systems toward uniform circulation, cataloging and related rules and practices, in order to present readers using various agencies with a common resource among libraries rather than separate and uncoordinated fragments of the total record of knowledge.

B. *Interlibrary Information about Resources*

1. Every library to have access to record of holdings in next larger unit in the statewide structure
    a. local libraries to have copy of catalog of reader subject center for its area, available so that local reader can consult and study it
    b. reader subject centers to have direct communication with metropolitan research centers and State Library for catalog and bibliographic information

2. Book catalog holds promise for accomplishing this purpose within systems
3. Large-scale automation in prospect for statewide information, but until perfected access to catalog information in metropolitan research center libraries and in State Library to be gained by teletype or telephone
4. State Library to maintain and expand coverage of union catalog, at specialized and research level, and to add a bibliographic service for locating increasingly obscure and ephemeral items that do not normally find their way into the catalog
5. Readers unable to use a library in person to receive book information by periodic bulletin or mail-order catalogs, with books delivered by mail.

C. *Interlibrary Loan*

Requests to flow from local library to reader subject center to metropolitan research libraries and State Library

2. Reader subject center and metropolitan research libraries to be compensated from state funds for interlibrary loan service—this is not to be a charity act of rich helping the poor
3. State Library to continue as statewide center of interlibrary loan, but handling only requests coming from reader subject centers systems and metropolitan research libraries (not from individual local libraries), thus moving increasingly toward interlibrary provision of highly specialized materials
4. To have the following elements of a complete interlibrary loan system:
    a. established structure or hierarchy for channeling requests from locality to region to state to nation
    b. established policies as to kinds of readers and kinds of materials which interlibrary loan will handle—and with as few restrictions as possible
    c. publicity at the local level, so that readers know material can be obtained from other and larger libraries
    d. catalog, lists or other form of information available in local libraries showing material available from major lending library, for consultation both by staff and readers
    e. complete information about request obtained at point of inquiry, by staff trained to determine what is needed
    f. communication of the request the same day to lending center, by telephone or teletype
    g. rapid handling of requests by center, within 1-2 days
    h. delivery of material by mail or truck, the total elapsed time from request to delivered book not to exceed one week
    i. provision for passing on requests for material not held in the center to other libraries
    j. statewide location devices to locate items in all libraries
    k. follow-up at local level, to get material returned promptly, so that the whole process can start over again with all parties feeling they received a fair deal.

D. *Interlibrary Reference Service*

1. Reference-information service to be available to smaller libraries from larger centers in the statewide structure, even as interlibrary loans are available
2. Inquiries to flow from individual libraries to reader subject centers to metropolitan research centers and to the State Library
    a. centers to maintain ready-to-serve reference staff for this service
    b. complex subject inquiries to go to subject specialists in reference and research center in the area served and the State Library
3. State support to finance this inter-jurisdictional service of reader subject centers and metropolitan research centers
4. Service to be immediate by rapid communication system while inquirer waits in his local library, except for questions requiring extensive research.

E. *Interlibrary Communication*

1. All public libraries to be tied into rapid communication network am[illegible] levels of the statewide library structure
2. In concentrated population areas, telephone suitable within limited distances
    a. as between local libraries and reader subject center for the area
    b. as between reader subject centers and metropolitan research centers, which should have special lines to handle calls from reader subject centers
3. Teletype to be used over longer distances
    a. less expensive in these circumstances
    b. provides record of question and of answer
    c. can link several units together
4. At least one center in every county to be tied into library communication network, even though unit cost of inquiries from sparsely-settled areas will be higher than average
5. School and college libraries to have access to communication system, for interlibrary loan and interlibrary reference, through local and nearby reader subject center libraries
6. State Library to sponsor research in facsimile and/or photographic transmission of pages to and from agencies in the statewide network.

F. *Interlibrary ordering, cataloging, processing of books and related materials*

1. Centralized technical operations to be set up in each library system for all public libraries
    a. for economy of operation from the standpoint of costs
    b. for uniformity of practices and records from the standpoint of readers.
2. School and college libraries to be considered as possible participants in centralized processing units

3. Centralized operations to include the full sequence of processing activities in order to realize maximum economies and efficiency
   a. synchronized selection from mutually acceptable sources
   b. acquisition
   c. cataloging
   d. classification
   e. preparation of book catalog or of catalog cards
   f. preparation of books for shelf use and circulation
4. Centralized processing to include a wide range of materials, such as government documents
   a. do not exclude specialized materials because they are harder to catalog
   b. do not exclude very popular materials because they are easy to catalog
5. Uniform practices to be agreed upon mutually by the libraries of the system
   a. cataloging (suggest following *ALA Cataloging Rules for Author and Title Entries*)
   b. subject headings (suggest following Library of Congress *List of Subject Headings* and subject headings assigned in L.C. printed cards)
   c. classification (suggest following numbers assigned by L. C. Dewey Decimal Section)
   d. location of book pockets, call numbers and identification marks.
6. Book form of catalog of systems holdings to be seriously considered because of service advantages
   a. makes record of all systems holdings available in each library
   b. makes several copies of catalog available within library for use by readers and staff
   c. makes the catalog available at convenient locations, for the librarian at the desk and the reader at the reading table
   d. brings record of holdings together in familiar book form rather than spread through many card catalog drawers
7. State Library, in conjunction with centralized processing offices in systems, to study emerging opportunities for increased automation of library catalogs and records, particularly in relation to a national record of publications which probably will be issued by the Library of Congress.

III. FINANCING THE STATEWIDE LIBRARY PROGRAM

California public libraries, including the State Library, are now supported at under two-thirds the level needed to meet the needs and challenge of the state. In the next five years library support must double, to meet growing demands and to keep up with increasing population and costs. California is confronted with the fiscal decision of whether it believes enough in lifelong education through reading and enough in giving its people access to the record of man's knowledge to devote one percent of its public expenditures to this purpose.

A. *Present Financial Support*

1. Approximately $5.00 per capita, or $90,000,000, needed in California in 1965–66 to provide the sound minimum public library program outlined

in this report (see p. 51-52 for sample budgets which establish the $5.00 figure).

2. In 1964–65 $58,000,000, or $3.22 per capita actually provided, from following sources:

Cities, counties and districts	$52,000,000
State government	2,000,000
Federal aid	4,000,000

3. Local sources provide 89.5 percent of the total, federal sources 7 percent, and state sources 3.5 percent (including appropriation to State Library)
4. Deficit of $32,000,000—which means students without the resources they are assigned and adults without the reading and information they need
5. State level of government particularly derelict in not carrying its share of this part of the educational program; federal government actually provides more money for public-library service within California than does the state itself.

B. *Necessary Financial Support by 1970*

1. In five years $110,000,000-115,000,000 needed for population of over 20,000,000 people, at per capita cost over $5.00
2. Financing of libraries, as of schools, to be shared by the several levels of government, approximately two-thirds from localities, one-third from state and federal sources
3. Local support of libraries should move, on a base of a minimum 20 cent library tax rate on each $100 of assessed valuation, to $73,000,000-75,000,000 by 1970
4. Federal funds may well triple in next five years, to $12,000,000
5. State to support public and State Library service to extent of $25,000,000-$27,000,000 by 1970, somewhat over $1.00 per capita
6. Local governments and state government each to increase library support by almost $5,000,000 in each of next five years
7. Amount and sources of public-library support (including State Library) to be following amounts by 1970-71:

Local funds	$73-75,000,000
State funds	25-27,000,000
Federal funds	12-13,000,000
	$110-115,000,000

C. *Allocation of State Money*

1. State Library operating budget to be close to $3,000,000 by 1970 from state sources and over and above federal funds, plus $250,000 for research and statistics and $250,000 for scholarships and fellowships
2. Approximately one-half of state aid money to go to library systems, at rate of 50¢ per capita by 1970, for support of cooperative activities, centralized systems operations and reader subject centers

3. $2,000,000 for three metropolitan research library centers, for serving as reference and research centers for their entire metropolitan areas, divided according to the metropolitan population served by each

4. Remainder of state aid (some $9,000,000-$10,000,000) to go to equalization aid for local libraries

   —equalization for sparse population
   - (a) $1.00 per capita in counties with population density of less than 25 per square mile
   - (b) 50¢ per capita in counties with population density between 25 and 50 per square mile

   —equalization for low economic ability: the difference between
   - (a) the cost of a foundation program ($4.00 per capita in 1965 and $5.00 per capita by 1970)
     and
   - (b) a local fair share determined by the return from the money produced by a tax rate of 15 cents on each $100 of assessed valuation in 1965, 20¢ rate by 1970.

IV. LIBRARY PERSONNEL FOR THE PERIOD AHEAD

Structure, program and money are needed to get ready to serve, but it is staff that actually renders service. California is blessed with a corps of competent library personnel. 35.6 percent of libraries have at least one staff member per 2,000 population in the service area, and 31.6 percent have one professional per 5,000 people—both relatively sound measures. But the other two-thirds of the libraries are distinctly short-staffed, and even those that come up to past standards are hard-pressed by the demands of the kind of society we are becoming. There is never enough leadership and creative, original power to get complex educational jobs done. Along with coordination of the structure of public library service in California and with adequate financial support must go on a campaign for getting, training, and inspiring more library personnel—and of recognizing and rewarding those already in the ranks.

1. Librarianship should be formally registered as a profession in California by establishment of legal certification of professional personnel

   —needed as protection of the public, who depend on librarians to evaluate reading materials and to provide reliable information

   —needed for guidance of public officials in seeking qualified library personnel.

2. State Board of Library Examiners, now responsible for certifying qualified librarians for county positions, to be expanded in size and its responsibility extended to professional personnel in all public libraries.

3. Certification to rest upon high standards and simple procedures

   —graduation from accredited graduate library school for probationary certificate

   —two years successful service in registered library for regular certificate

- —certificates renewed at five-year intervals on evidence of successful completion of program of continuing professional education
- —persons presently occupying professional positions, but not professionally trained, to be specially certified for their present positions.

4. State Library and universities to join together in maintaining a rounded program of continuing professional education for librarians on-the-job.
5. As an adequate supply of certified librarians becomes available, libraries to be required to hire registered individuals to fill professional vacancies in order to qualify for state financial aid.
6. State funds to provide 100 fellowships ($2,000 each) and 100 scholarships ($500 each) per year for professional library study to persons planning to serve in California libraries.
7. State Library, state library associations and library schools in California to establish a recruiting office for presentation of conditions and rewards of library service to college students and others potentially interested in the profession.
8. Salaries for professional library positions to reflect level of education, responsibility and judgment needed in the work
   - —close to $7,500 per year at prevailing salary levels for holders of Masters degrees appointed to library positions
   - —opportunity to double that starting salary over 10–12 years in professional assignments of increasing complexity
   - —provision for administrative posts at higher salaries ($20,000 and more) for individuals prepared to carry the responsibility of public administration in larger libraries and library systems.
9. Program of annual awards for public recognition of outstanding organizational and service contributions made by California librarians, perhaps sponsored by the Friends of California Libraries.
10. California librarians to seek out and to be willing to experiment with fresh and less stereotyped approaches to library service, rooted on the one side in deep knowledge of books and resources and aimed on the other side at the rich variety of the human mind as it reaches for understanding in this time.

If public libraries are thought of as storehouses of esoteric sources that may be useful for some future generations, personnel needs are not too pressing. But this is like thinking of the school as a place for a minority of young people—or like thinking of the educated man as a luxury to which attention will be given after more essential needs are met. Public libraries are here and now and immediate, not for the scholars of the future but for the citizens and workers of today. California in particular needs quality libraries and librarians as one important means for meeting the challenge before a state that is still in process of fulfilling its destiny.

Acknowledgement: Cover by Central Arts, California Medical Facility, Vacaville

VIII. APPENDIX

1. Bibliography
2. Questionnaire to Libraries
3. Library Visits
4. Checklists of Library Holdings

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QUESTIONNAIRE TO LIBRARIES

Covering Letter

Question Form

CALIFORNIA STATEWIDE SURVEY
OF
PUBLIC LIBRARY SERVICE

Dr. Lowell A. Martin, Director
Roberta Bowler, Assistant Director

California State Library
Sacramento, California
95809

October 16, 1964

To the Library Director:

You have no doubt heard of the special survey of public libraries in California which was commissioned by the State Library.

The purpose is to devise a plan of library service built on existing libraries and leading to a coordinated statewide program. This does not mean a program based on or directed by the State Library, but a program for all the people of the State. The State Library will no doubt have a place in the plan, as will each of the libraries of California.

At the outset we need to know as much as possible about all the public libraries, big and small, and of various types. We have the returns from your 1963-64 statistical report to the State.

Now we are sending a supplementary question blank, to get certain information not included in the regular form. You will see that this supplementary form has only ten questions.

In addition we are sending three lists of titles which we are asking you to check against your holdings:

1. Basic reference titles
2. Outstanding children's books, 1962-64
3. Significant general adult books, 1962-64

In the case of the last list we would also like to know whether a copy of each title held is actually available within the library on the day the list is checked.

Larger libraries, with budgets in 1962-63 of $100,000 or more, are also asked to check certain additional subject lists. Libraries in this group will find the supplementary lists clipped together among the attached material.

Please understand that all libraries are not expected to have all these titles. The purpose of the lists is to get some idea of the range and level of material available in California.

The survey team is also planning to visit a cross-section of California libraries. Unfortunately we cannot get to every library. The list of places to visit is being built up to include examples of the many different kinds of public libraries in California, including libraries similar to your own.

However, every library has some individual features. If you feel that the basic state statistical form plus this additional questionnaire do not describe your library adequately, please do not hesitate to add a covering letter or to send any material that will bring out your special characteristics and needs.

Sincerely,

Roberta Bowler
Roberta Bowler
Assistant Director

Lowell A. Martin
Lowell A. Martin
Director

LM:ml
Encls.

Please return the completed forms by

November 20, 1964

to

Dr. Lowell A. Martin, Director
California Statewide Survey of
Public Library Service
California State Library
Library-Courts Building
Sacramento, California 95809

Before mailing the forms will you please be sure your library identification appears in the space provided on each item.

CALIFORNIA STATEWIDE SURVEY
OF
PUBLIC LIBRARY SERVICE

October 1964

QUESTIONNAIRE TO PUBLIC LIBRARIES

This questionnaire supplements the Public Library Report form you returned to the State Library recently. This supplement will be used only for this one year, during which a special study is under way. It asks for certain information which we wish to use in conjunction with the items used in the official form.

Information given should be for the 1963-64 fiscal year.

Name of library____

(Please give information only for the library listed above. Do not include figures for libraries affiliated with county libraries nor member libraries in library systems, which will receive their own questionnaires. Forms will later be assembled for all library systems.)

1. Total number of seats for readers (children, young people and adult) in the central or headquarters library: ________

2. Number of seats for readers in all branches: ________

3. Total number of reader seats in central or headquarters library and all branches: ________

4. Are there specific plans for the construction of a new central or headquarters building to start within the next two years: _____Yes _____No

5. If yes, give number of square feet of floor space planned: ________

6. If specific plans have been made for branch library buildings to be constructed within the next two years, give number of branch buildings and square feet:

   No. of branch buildings planned ________

   Total no. of square feet for all branch buildings in line above ________

7. No. of volumes in adult non-fiction and reference collection (include all copies, both circulating and non-circulating items; do not include fiction, or periodicals, uncataloged documents, pamphlets): ________

   Note: If you do not have an official count of non-fiction, please estimate from the shelf list as follows: Take two inches of cards from two separate sections of the shelf list (4 inches in all), and count total number of volumes recorded on these cards; divide by four to get the average number of volumes per inch of shelf list; then measure total shelf list and multiply by number of volumes per inch. Be sure to mark the figure above as "estimate" if you obtained it by measuring the shelf list.

8. Number of separate book titles added to the collection in the last ten years, excluding replacements and duplicate copies. (This refers to total titles, as reported on page 11, Question 5 of state annual report.)

We are seeking here the total figure for the period 1954-55 through 1963-64. If the information is not available as far back as 1954-55, please give for the period available and indicate years covered.

Total number of titles added ________

Years covered: From 1954-55 (or from ________) through 1963-64.

9. How many professional librarians are employed on your staff in the service fields listed below? (If part-time of one or more staff members is assigned to these functions, please total the fraction of time involved--thus, 1 1/2 for children's work, or 2/3 for young adult, etc.)

Note: For this study a professional librarian is defined as a person who has completed a program of professional librarian education in an institution whose program has been accredited by the American Library Association. If a person lacks six hours or less of such education, enter in the first column, with a note on the number of credit hours lacking. Enter in the second column staff members who hold a Bachelor's degree and who have completed a library training program not accredited by ALA; in this case the library program may be part of the work for the Bachelor's degree. For both columns enter only actual persons now employed; do not count positions authorized but not filled.

	No. of staff members who have completed ALA accredited program	No. of staff members with Bachelor's degree and completion of library program not accredited by ALA
Children's work		
Young people or young adult work		
Adult reference and advisory service		
Subject fields in addition to those listed for adult reference		

Please note that the listing above excludes administration, cataloging and similar categories. The total professional staff of your library is given on the form you previously returned to the State Library. The purpose here is to get the number of professional staff members engaged in direct service to the public in the designated service fields.

10. Which of the following separate public service points do you maintain in the central or headquarters library other than a circulation desk? This refers to actual service desks or stations devoted to these functions, not to circulation or similar desks at which some reference or other service may sometimes occur.

For service points maintained indicate the number of hours each is staffed per week by a staff member with training as defined in either column of Question 9.

	No. of staff hours per week	
Service Point	Staff members who have completed ALA Accredited program	Staff members with Bachelor's degree and completion of library program not accredited by ALA
Reference		
Subject fields (Please specify which fields below, such as business, art, etc.)		
Young Adult		
Other (Please specify below):		
Total public service desk hours per week staffed as above, exclusive of children's desk		

Note: If in addition to the above you maintain service points in branches devoted exclusively to reference or similar service, and staffed by librarians with training as defined in either column of Question 9, please indicate by a check mark on this line _______. We plan to follow up on these special cases with a short supplementary questionnaire.

LIBRARY VISITS

Libraries Visited

Observation and Interview Schedule

Sample Reference Questions Used

LIBRARIES VISITED BY SURVEY STAFF

County Libraries	*County Branches and Affiliated Libraries*
Alameda	1 branch
Butte	
Contra Costa	2 branches
El Dorado	
Fresno	
Glenn	
Humboldt	
Inyo-Mono	
Kern	
Kings	1 branch
Los Angeles	Hawthorne Regional
Marin	
Merced-Mariposa	
Monterey	4 branches and 1 bookmobile Carmel Kings City
Orange	
Placer	
Plumas-Sierra	
Riverside	Corona, Elsinore, Hemet, Perris, San Jacinto
San Bernardino	4 branches
San Mateo	
Santa Clara	8 branches
Shasta	
Sonoma	
Stockton-San Joaquin	
Trinity	
Ventura	

City Libraries

Anaheim
Berkeley
Chico
Chula Vista
Commerce
Crescent City
Downey
Eureka
Glendale
Hanford
Hayward
Inglewood
Irwindale
Los Altos
Long Beach
Los Angeles
Marysville
Menlo Park
Monterey
Oakland
Ontario
Oroville
Pacific Grove
Palo Alto
Palos Verdes
Pasadena
Paso Robles
Pomona
Redlands
Richmond
Sacramento
Salinas
San Bernardino
San Diego
San Francisco
San Jose
San Marino
San Mateo
Santa Ana
Santa Clara
Santa Monica
Santa Rosa
Sonoma
Tulare
Whittier
Willows

Several city branches were visited.

OBSERVATION AND INTERVIEW SCHEDULE FOR VISITS

1. Building location, convenience and appeal
2. Physical organization and attractiveness of interior
3. Ease of use—identification of aids and services, shelf labelling, adequacy of catalog, etc.
4. Performance on sample group of reference inquiries
5. Evidence of stimulating and guiding use—exhibits, book displays, reference and advisory service, lists programs
6. Community relations—contact with key individuals and organizations, group services
7. Community response to library—support, bond issues, Friends groups, etc.
8. Publicity, public relations, "outreach" to bring library to attention of whole community
9. Impression of collection—appeal, neatness, old material weeded, physical condition of books
10. Selection of library materials—is there a book selection policy, who selects books, what about controversial subjects
11. Acquisition and processing—how carried out
12. Holdings in half-dozen current-interest topics (in general use same topics in all libraries)
13. Holdings of materials to meet special needs of locality or region
14. Attitude on interlibrary loan—understanding, use, problems
15. Recordings, pictures, films—does library go beyond the book barrier
16. Relations of librarian with board and/or governmental officials, support from these levels
17. Personnel—hiring procedure, availability of candidates, recruitment
18. Non-resident service—considered a problem, how handled
19. Student use—considered a problem, how handled
20. Relations with nearby schools and colleges and their libraries
21. If connected with county library or library system, what is actual relationship and attitude towards the central unit—or if in area with county library or system and not a member, why not
22. What response on cooperation with other public libraries—see possibilities, ready to cooperate, what services of most interest
23. Attitude toward consolidation with other libraries
24. Concept of the State Library, its functions, its shortcomings
25. Attitude toward the survey, reception given visitor, interest in results
26. What are the plans of the Library for next five years—what aims, services to be developed, finances to be gained
27. General impression of library—substandard, acceptable, dynamic—major strengths and weaknesses

SELECTED REFERENCE QUESTIONS

from collection used in library visits

1. What is the present location of the ENOLA GAY, the B-29 bomber that dropped the atomic bomb on Hiroshima?
2. When did the Republic of Ivory Coast become independent from French West Africa? When was it admitted to the U.N.?
3. Who was Ina Coolbrith?
4. Description of the La Brea tar pits.
5. On what day, time, and place does the Mendocino County Board of Supervisors have its regular meeting?
6. When was the first Christmas Broadcast of "Amahl and the Night Visitors"?
7. Where and when was the first mission established in California?
8. Standing rules of California Senate and Assembly.
9. What is the origin of "Yankee Doodle", and in what opera was the song featured?
10. Diagrams and explanation of mechanics of hoisting machinery, such as bridge cranes and rotary cranes.
11. What is the origin of the term "screaming meemies"?
12. Where to find a copy of the act for admission of California to the Union?
13. Was there any other famous labyrinth besides the one the Minotaur was imprisoned in?
14. Who is the president and what is the address of the home office of the Farmers Alliance Mutual Insurance Company?
15. Who is the president of Mali; Ghana; Russia; Brazil; Chile; Pakistan?
16. What is meant by "coyote blasting" and when is it used?
17. What famous late 19th century composers composed, collectively, a set of variations on the tune "Chopsticks"?
18. What percent of people in Fresno, Kern, Kings, Madera, Mariposa, Merced, Stanislaus, and Tulare Counties had incomes in 1960 under $3000?
19. What is the address of the National Association of Gagwriters?
20. What are the gestation periods of horses, bats, kangaroos, and walruses?
21. Who is the Attorney General for California?
22. About how many people in the world speak the English language? Chinese? Russian?
23. What does it cost to run for public office in California? How are contributions regulated?
24. A copy of the California State Constitution.
25. What are the five largest banks in California?
26. What does SCAPA stand for?
27. Is there a state homestead law in Pennsylvania?
28. Have we always had a Bureau of the Budget in the federal government? When was it formed, and by whom?
29. Who built the James River bridge during the Civil War? Why was it so important? What happened to it?
30. When was the Mid-Continent Life Insurance Company incorporated, and how much has it grown in volume of insurance in force during the last 10 years?
31. How can chlorosis in plants (leaves turning pale and yellowish) be corrected?
32. Why does the audience arise and remain standing during Hallelujah Chorus of Handel's "Messiah"?
33. Are there any manufacturers of cooking thermometers in California?
34. What percent of the state budget was spent on welfare and on education in each of the 50 states in 1961?
35. How much have Foremost Dairies stock shares earned per year, per share, for each of the last five years?
36. What is the political leaning of the newspaper THE KARACHI EVENING STAR? Is it for or against the Muslim League?

37. What was the average price of a box of New York pears (Bartlett) in 1962?

38. A copy of the Brown Act, dealing with secret meetings of school district and municipal officials.

39. When was cross filing abolished in California and what was it?

40. Who was the city editor of the *Colorado Springs Free Press* in 1962?

NOTE: When time was limited or staff not available to work on reference questions this item was omitted; in some cases a list of questions was left to be returned by mail.

CHECKLISTS OF LIBRARY HOLDINGS

Reference Books

Significant Books for the General Reader, 1962–64

Outstanding Children's Books, 1962–64

Periodicals

Californiana

Space Science

Urban Renewal

American Painting

REFERENCE HOLDINGS

This is a suggested basic reference list which we are asking all California public libraries to check with their holdings. A check mark in the left-hand column will indicate that you have the title in the edition noted or that you own the title in those cases where no edition is noted.

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California. State Library. California State Publications. (Monthly, cumulated annually) 1963.
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Carruth, Gorton, ed. Encyclopedia of American Facts and Dates. 2nd ed. Crowell, 1959.
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American Banker
American Ceramic Society Journal
American Cinematographer
American City
American Economic Review
American Girl
American Heritage
American Historical Review
American Home
American Journal of Nursing
American Journal of Public Health and the Nation's Health
American Journal of Sociology
American Jr. Red Cross News
American Machinist
American Medical Association Journal
American Mineralogist
American Modeler
American Naturalist
American Political Science Review
American Poultry Journal
American Psychologist
American Record Guide
American Rifleman
American Scholar
American Sociological Review
Americas
Analog; Science Fact Fiction
Annals of American Academy of Political and Social Science
Antiques
Architectural Forum
Architectural Record
Arizona Highways
Army Navy Air Force Journal and Register
Art News
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Atlas
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Audubon Magazine
Author and Journalist
Aviation Week and Space Technology
Barron's
Better Homes and Gardens
Boy's Life
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Bulletin of the Atomic Scientists
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Business Week
California Academy of Sciences Proceedings
California Farmer
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California Journal of Education Research
California Journal of Elementary Education
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California Management Review
California Parent and Teacher
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Catholic Education Review
Catholic World
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Congressional Record

Connoisseur
Consumer Bulletin
Consumer Reports
Contemporary Authors
Craft Horizons
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Current History
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Desert Magazine
Design
Downbeat
Dun's Review and Modern Industry
Ebony
Economist
Ecumenical Review
Editor and Publisher
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Gourmet
Grade Teacher
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Harper's Magazine
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Harvest Years
High-Fidelity
Highlights for Children
Historical Society of Southern California. Quarterly
Hobbies
Holiday
Horizon
Horn Book
Hot Rod
House and Garden
House and Home
House Beautiful
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Illustrated London News
Industrial and Labor Relations Review
Industrial Arts and Vocational Education
Industrial Design
Industrial Marketing
Instructor
Interior Design
Interiors
International Commerce
International Conciliation
Iron Age
Jack and Jill
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Journal of Applied Psychology
Journal of Asian Studies
Journal of Commerce
Journal of Health, Physical Education and Recreation
Journal of Negro Education
Journal of Negro History
Journal of Political Economy
Journal of the West
Junior College Journal
Kenyon Review
Kiplinger Washington Letter
Ladies Home Journal
Library Journal
Library Quarterly
Library Trends
Life
Look
Los Angeles
Los Angeles County Museum Bulletin of the Art Division
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Los Angeles School Journal
McCalls
Maclean's Magazine
Mademoiselle
Management Review
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Mechanix Illustrated
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Modern Plastics
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LIBRARY AND LOCATION INDEX

The following index lists all local public libraries, existing library systems, library planning and study grant areas, cities, counties, and specific geographical regions cited in the survey report, as well as all specific locations or inclusive areas proposed in the survey report for future reader subject center libraries, library systems, and reference and research centers.

The index omits reference to locations appearing in map tables and in other, comprehensive tables (such as lists of all California counties). Also omitted is the list of libraries visited by the survey staff, given in the Appendix.

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